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# FOREWORD

**A**T the time the Indian Constitution was being considered and was completed by the Constituent Assembly, there was unbounded enthusiasm for a Federal form of Government and the vast majority of public men looked askance at suggestions of a Unitary form. The reason was evident. Indian culture itself was a federation of cultures, each federating unit having developed through long isolation from its neighbour an individuality which made it appear to be an independent growth, while the truth was that the various sub-national cultures were really the offshoots of the same mother tree whose branches however, struck roots in the course of centuries and these roots struck deep in the ground and began to function like those of the banyan tree and develop as quasi-independent growths—though of the same genus. That is how the mighty banyan of the Aryan culture put forth branches that spread far and wide and struck roots in the different linguistic areas of the present day because of want of communications and intimate intercourse between one unit and another. Rivers and mountains, forests and fields separated them. It is thus seen that although fundamentally India's culture was one and indivisible, both at origin and in essence the forms of manifestation developed a certain distinctiveness which appeared to later generations as independent growths. But our forbears maintained the basal unity through pilgrimages based upon tradition, history, seasons and astronomy. It was thus made compulsory for the attainment of salvation to visit Kasi and take the waters of the Ganges to Rameswar, to do puja

at the four dhams to bathe in the twelve great rivers of the land and worship the seven great mountain ranges. Thus was the land from Badri Narayan to Kanyakumari and from Dwaraka to Praggyotishpura recognized as one—one in historical tradition and geographical entity, one in biological descent and cultural integrity, one in religious inspiration and epic greatness. It was such a country that was conquered by the Turanians Aryans, Jats and Rajputs, Khiljis and Lodis, Turks and Moghuls, Portuguese and Spaniards, French and English and was at last restored to the rightful owners and sons of the soil on the 15th August 1947—but restored with all the assets and liabilities of the land as a going concern.

The provinces were found to have been already marked out though not strictly according to linguistic, cultural, economic and administrative affinities. We could not write on a *tabula rasa*, nor could we perfect the prevailing scheme based on no logical, psychological or ethnological but purely on chronological considerations. We had to take on hand a going business and the provinces are a legacy to us for good or for evil. Good or evil the position was aggravated by the existence of 562 princedoms of various grades of development, economic and educational alike, and these have had to be remodelled after the manner of the provinces. They were, therefore, either absorbed into the existing provinces or grouped into new units or integrated as individual states. This formidable task has been achieved during the first three years of National Independence, so that after the partition of the country we have ten out of the former 14 provinces, six groups of states, three big individual states and two minor ones altogether making up twenty one states as they are now termed. And these have been federated together under a Federal form of Central Government in Delhi.

In India the new Constitution is more or less an adaptation of the pre-existing one under the British Government except for the chapter on Fundamental Rights, for the former Constitution was partly Unitary and partly Federal. The present also is one such as can be judged from the formidable list of concurrent subjects as between the State Legislatures on the one hand and the Central Parliament on the other. To add to our difficulties not all the states have legislatures. Rajasthan has yet to carve out a legislature while Madhya Bharat has a well developed one. Hyderabad has yet to develop one while Mysore has a long-established Legislature. Vindhya Pradesh, PEPSU and Himachal Pradesh are still amorphous and must be made crystalline. It is obvious that these twenty and odd states cannot have uniform legislation with identical social laws or economic institutions and to institute or aim at a comparative study of the educational, economic and social progress of the various states is an inconceivable task for want of common data or a common optimum. Nor is there an organization in the constitution of the country to which such a task is assigned or assignable. The Federal Government at the Centre is far too preoccupied with the legacies of the past, the problems of the present and the riddles of the future to be able to compare and co-ordinate the progress of events and institutions in the score and odd of states that comprise the Federation. The Prime Minister of India keeps himself in touch with them through the fortnightly letters that are despatched by the Chief Ministers of states and likewise writes to them fortnightly letters. But they can hardly dwell at length upon the numerous details of state administrations that comprise the Federation. The Congress is the only body remaining which can make a comparative study of the conditions and progress of the different components of the Indian nation.

Ever since the Parliamentary Board was constituted it has been the aim of the Working Committee of the Congress through the aforesaid body to co ordinate the Legislative and administrative progress in different parts of the country to apprise each of them of the changing position of the others so that they might copy or improve upon such achievements to instruct them on the lines they might adopt in regard to village reconstruction social and socio religious legislation labour laws and political organization The Parliamentary Board was first formed in 1926 and suffered a set back in 1929 when the Legislative members were asked to resign on the eve of Salt Satyagraha Then again it was revived in 1934 and continued to be in existence till 1939 (Oct) when the Ministries resigned on the outbreak of the war It has been revived in 1947 and has barely had time to attend to this act of co ordination amongst the provinces It is our good fortune that the Chief Ministers of our states should have been able to spare some little time for sending brief reports of their achievements Our aim is really higher and more pervasive We ought to be able to pool the experiences of the states at the Centre be intimately acquainted not only with the administrative reforms and Legislative measures enacted onew by each of the states but keep ourselves in touch through the Parliamentary Board with the progress in practice of such measures and reforms the benefits accruing from them the obstacles in the way of their implementation the remedies contemplated to overcome them As things stand each state is left to profit by its own experience when it would have been the part of statesmanship for each state really to profit by the experience of its neighbours Wise men learn by others experience Those who learn by their own experience are fools It is up to us to be wise men though it is easier to belong to the other category But

the fault is not of the states. By themselves they cannot command the knowledge and information necessary for such wisdom. There must be a central organization that addresses itself to this arduous and exacting task. A humble beginning is being made in this behalf through the publication which it is my privilege to introduce to the public. Beyond the idea underlying the publication not much credit is due to the publishers for this belated and even so inadequate achievement of ours. Its virtue may however lie in the more amplified and better equipped successors of this humble venture.

New Delhi.

B. Pattabhi Sitaramayya.

15 Aug. 1950.

## P R E F A C E

**T**HIS is another attempt by the A.I.C.C. office to present to Congressmen and the public a survey of three years of Congress rule in Free India, but this time the narrative is composed of articles written by those who are actually on the saddle—our Chief Ministers. Till now we have published three books on Congress administration, Congress Ministries at Work, First Year of Freedom and Second Year of Freedom. We are glad that the public and the Press have received them kindly and appreciated them. The third year of our independence is just now over and our publication, 'Third Year of Freedom' will be out shortly. The general session of the Indian National Congress will meet at Nasik in September. We thought that it would be a good occasion to present a consolidated review of the Congress administrations in the various provinces and the Centre. The articles coming as they do from gentlemen of eminence, many of whom have been Chief Ministers during the past three years, give reliable and authoritative versions of the work achieved in various spheres. Shri R.R. Diwakar, Minister of State for Information and Broadcasting, has also contributed an excellent article about the Government of India. The A.I.C.C. is very grateful to all these gentlemen for their having contributed these



articles in spite of their heavy engagements and pressure of work. We also thank the Congress President for his Foreword. We are very sorry to record our deep sense of sorrow at the death of Shri Gopinath Bardoloi who took pains to write an article to this issue but has left us before its publication. A man of amiable disposition, a great patriot who has valiantly fought the battles of Indian freedom and an able administrator who won appreciation all around, Shri Bardoloi will be remembered for generations to come.

If this endeavour of ours will receive the kind support of the public, we shall be more than grateful.

Kala Venkata Rao

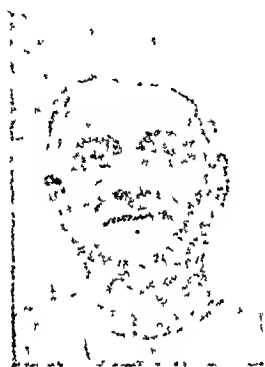
New Delhi,

31st August, 1950

# THREE YEARS IN RETROSPECT

(R. R. Diwakar)

**T**HE title of this article is rather ambitious and I doubt if I shall be able to do justice to it within the space at my disposal. However, I shall try to give an outline of the picture of our country and the various lines of development along with the problems facing us at present.



It is always necessary to have a right perspective of things if one wishes to get a correct idea of the situation at a given moment. An objective appreciation of the country's progress during the last three years and a correct assessment of its present position requires that we look at this picture not in the abstract but in comparison with other countries round about, the ground that has been covered and the world situation as a whole. It is then alone that we shall have a clearer idea of what we were, what we are and what we are likely to be.

Before I take up the question of the situation in our country on the 15th of August 1947, I would like to indicate here the legacies that we inherited from the past. The legacies were mainly three-fold: those of slavery, those of war and those of partition. It is obvious that it is not necessary for me here to go into details, but at the same time, it is essential that a fair idea of these legacies is necessary if we are to know under what circumstances and with what handicaps we started our life in free India.

For a century and a half the most emasculating and humiliating type of slavery had been imposed on the country. It was not merely political slavery, but a far subtler and a far deeper type of slavery had been induced into the country. During those dark years, none of the Indians had any initiative in any important field and none of them had any training in taking up high responsibilities. Those who were steeped in Western and English education in the early days, had begun to think that there was very little worth while in Indian culture and thus an inferiority complex influenced the thoughts and actions of even the most advanced people of the country for decades. Materially the country had been drained of its wealth and had been made a quarry for raw material. No significant industrial development, to the extent that it was possible and necessary under the circumstances, had been encouraged. To add to all this, the body politic was torn by communal passions artificially fomented by the imperial rulers who had naturally based their tactics on 'Divide and Rule'.

If the above were the devastating results of more than a century of foreign rule, the legacies of war were no less demoralising. Numerous controls had followed in the wake of war and the government of the day which was interested more in winning the war than anything else had not been able to check corruption and black-marketing which had followed the controls. Inflation also had made its own contribution to the confusion, and loss of morale as well as of morality were the results.

Then came freedom. But along with freedom came partition bringing with it a number of problems.

that remain yet far from being solved completely. United India would not have had to face the problem of security to the same extent that divided India has to face it today. It was more on account of the way and the circumstances under which Pakistan came into being that has made both countries afraid of each other. Communal trouble on an unprecedented scale uprooted millions of people, and massacre, arson and other evils followed which seem to have no parallel in the history of the world. Though this happened in a very restricted part of India and Pakistan, still this shock had to be absorbed by the whole country as the scale on which these things happened was very vast. These disorders naturally created the refugee problem which again is one which has not yet been satisfactorily solved. Mass migrations from both sides in the Punjab have created problems of evacuee property for which there has been no solution as yet. Partition on no other principle but that of religion and community took no note as to what effect it would have on the integrated economy of both these parts of India. Unfortunately it led to the shattering of the economy of both the countries.

If these were the legacies of slavery, of war and of partition, the withdrawal of the British set India another problem, namely of the States, when the British declared the lapse of their paramountcy. For a time this led to the belief in some of the Indian States that they were independent and that they could establish sovereign governments. Sanity, however, soon returned. Most of the Princes proved patriotic and their sacrifices and sense of realism along with the democratic consciousness of the people in the five hundred and odd states helped the Government of India to solve the problem by ultimately integrating them into the Indian Union.

Thus India on getting its freedom, was faced with the sudden responsibility of recovering the shattered economy of the country, of wiping out the evil effects of the legacies mentioned above and of counter-acting many difficulties notably regarding its own finances and food

The history then of the three years from August 1947 to August 1950 is the history of battling with all these problems and of intense efforts for laying down the foundations for the reconstruction of the country on sound political, social and economic principles

Before I take up this question, it may be convenient to say something about one of the most constructive pieces of work done during these years, in spite of pre-occupation with numerous important questions, i.e., the framing of the Constitution of India and its inauguration on the 26th January 1950. Some jurists have said that it is one of the most elaborate of constitutions. It has been forged in record time when we take into consideration the mass of material handled and the numerous subjects that have been dealt with in detail. The most significant features of the Constitution are that a single citizenship has been bestowed on every one in the 'Union'. The most important place has been given to Fundamental Rights and to the principles on which the country is to be governed in future. In the place of numerous different systems of government that existed, ranging from dictatorship to enlightened liberal administration, a single pattern of democratic government has been established in all the states constituting the Union. There has been a complete integration of political, economic and administrative life throughout the length and breadth of the land. A single language has been

declared to be the State language. All the necessary safeguards against abuse of power by the executive have found place in the Constitution. A look round other countries similarly circumstanced may convince anybody that the passing of this Constitution was by itself no mean achievement.

In the pre-partition days, the political geography of India had eleven provinces, 582 states in all under various Rajahs and Maharajas, and a small portion which was Centrally Administered. Today under the new Constitution, different administrative units are called States and they are Part 'A' States, or Part 'B' States or Part 'C' States according to the type of administration prevalent there. Today we have 9 Part 'A' States. The 582 and odd states have been reduced to either States or States Unions (Part B States) numbering only 9, many of the smaller states having merged into neighbouring Part A States. Though these States and Unions of States retain their Rajas or Maharajas as constitutional heads, the democratic framework of the governments there is uniform with that of the States in Part A. There are certain portions of India which are Centrally Administered and they are termed Part C States. It is certain political exigencies that have necessitated these parts to be centrally administered for the present. Thus the new democratic constitution has uniform sway over about 1,218,372 square miles and about 347.38 million people.

Before freedom, India as a nation had no international recognition or international politics. But they represented the unrepresentative Government of India rather than the people of India. Therefore on the assumption of freedom, India had to establish contacts with the numerous other countries in the five conti-

nents, by the establishment of Embassies and opening out diplomatic channels. Today the total number of Indian Embassies is 18, but in addition to them there are 16 Legations, 15 Consulates, 6 High Commissionerships and 5 Commissionerships and so on. In addition India had to send political missions as well as goodwill mission on occasions. Indian delegates were sent to numerous international conferences which discussed different international problems.

It may be noted that some of the Indians occupy high positions in international organisations. Among other instances, we may mention the Hon'ble Shri Jagjivan Ram who was elected President of the International Labour Organisation for 1950, the Hon'ble Rajkumari Amrit Kaur who was elected President of the World Health Organisation. Shri B N Rao who has been nominated member of the Security Council of UNO, etc.

It may be mentioned that some of the moves of India in the international sphere were very significant and have attracted world-wide attention. One was the declaration of India as a Sovereign Democratic Republic in spite of the fact that she was a member of the British Commonwealth of Nations. The British Commonwealth of Nations reconciled itself to this move on our part. India's initiative in convening the Indonesian Conference was another significant step. It gave immense moral support to the Indonesian cause which ultimately succeeded in securing the freedom of Indonesia. Another land-mark was the signing of the Indo-Pakistan Pact by the Prime Ministers of India and Pakistan at Delhi as regards the East and West Bengal communal situation. In the words of our Prime Minister, we were on the verge of a precipice but a determin-

ed effort to solve the problem peacefully resulted in the above-mentioned Pact. This was hailed by statesmen all over the world as an exemplary step. The recent move for peace on the Korean question has also created world interest.

Since the day of freedom the fullest responsibility for the security of the country, both external and internal, had to be shouldered by the Government of India when man-power had been depleted to a very great extent on account of the withdrawal of the British as well as by partition. In a world which is still full of fear of war and aggression and where the most advanced countries have developed equipment and weapons far beyond the reach of less advanced and poorer countries, security from foreign invasion is a very serious problem. In modern days military efficiency presupposes and is based on high industrial development. India has vast man-power and material resources, but she lacks sufficient industrialisation and technical advancement. Till she builds up her own industries, she has to depend upon foreign countries for most of her equipment. It has been therefore necessary for her to spend a big slice of her revenue for military purposes, and yet we can hardly say that we are powerful enough. India has naturally to depend more on the patriotism of her citizens and on their will to resist than on mere military strength. A country which has but recently won its freedom by a long-drawn struggle for it has definitely a vast reserve of power and moral strength.

Regarding internal security, i.e., law and order, it has been assailed now and then in certain parts of India. In addition to criminal elements in society, communal forces and political parties have been the offenders here and there. These latter are naturally



more dangerous and difficult to deal with since they have the backing of some sections of the community. Yet wherever there has been a recrudescence of communal disorder, the State Governments have been able to deal with it very effectively and promptly. The same can be said of political elements who use violent means to gain their ends. The Indian Communists were the most prominent among them, but they have been kept in check in the particular parts in which they were most turbulent.

Let us now have a look at the financial position of the Government of India today in contrast with what it was in August 1947. Though one cannot say that our position has improved to the extent of being beyond any danger or difficulties one can confidently say that in spite of the stress of circumstances and demands made on it, the intrinsic strength of our finances has been maintained. The abnormal demands resulting from the disturbances that followed partition, refugee relief and rehabilitation and the Kashmir problem, would have certainly been able to disorganise any financial structure. But in spite of them there have been no large deficits on revenue account. The actuals for 1948-49 are likely to show a substantial surplus, roughly to the order of Rs 50 crores, while the deficit in 1949-50 will possibly be small. After a preliminary set-back in the period that immediately followed partition, there has been a slow, but steady return to confidence, especially in the investment market.

A major achievement has been the balancing of the fiscal and financial systems of the whole country on an integrated basis. This has been achieved by the financial integration of the former Indian States with

the rest of the country. India has thus been transformed into one solid economic unit. The economic barriers that previously existed have been wiped out.

The fact that India has secured three loans from the International Bank for Reconstruction and Development is testimony to her intrinsic financial stability. Although the financial and economic position continues to be a matter of some concern, this condition is by no means peculiar to this country, but is the result of a general unstable condition throughout the post-war world. Taking the position in India as a whole, there is little doubt that the country's inherent financial strength has been maintained during the transitional period.

There was considerable anxiety last year as regards our adverse balance of trade. But India's balance on trade account during the financial year ending March 1950 indicated a welcome recovery as compared with the previous 12 months.

Sea-borne trade accounts' figures for the period April 1948 to March 1949 were :

Imports	..	Rs. 584.00 crores (roughly)
Exports & re-exports	„	423.32 „
Adverse balance	„	160.68 crores (roughly)

From April 1949 to March 1950 the position was :

Imports	..	Rs. 560.02 crores
Exports & re-exports	„	483.21 „
Adverse balance	„	76.81 „

The main factors that have contributed to the reduction in our adverse balance of trade are (i) increased exports, particularly to dollar areas, following devaluation of the rupee; and (ii) a restrictive import policy.

India's trade with the dollar area for the period April 1949 to March 1950 shows an adverse balance of only Rs 470 crores. This compares favourably with the deficit of nearly Rs 40 crores for the period April 1948 to March 1949. One reason for this improved position is increased demand for goods from the U S A , particularly jute goods, orders for which had been withheld during the period of recession in business activity in America. These orders were subsequently placed—after devaluation—when prices of Indian goods in terms of dollars became more attractive. On the import side, India followed a policy of restricting her intake from the dollar area to 75 per cent in value of the 1948-49 figure.

It may be noted that India's overall balance of payments position for the foreign exchange year ending June 30, 1950, recorded a surplus, against an overall deficit of Rs 247 crores for the corresponding period of 1948-49.

Recently a Planning Commission has been appointed which is completing (at the time of writing) a basic plan with priorities. It is expected that the Commission will review the whole situation as regards production as well as distribution and there will be modifications in the industrial as well as other schemes which are already on the move.

The financial condition of our country and the Government of India mostly depends on the economic condition and industrial production of the country. Reviewing the situation as regards agricultural production during the last three years, it is possible to assert that the progress has been satisfactory as, because of

the Grow More Food campaign, over 24 lakhs tons more of food has been produced. In the meanwhile, India has decided to make efforts to become self-sufficient both in cotton and jute. Therefore it has been found necessary to see that more cotton and jute also is grown progressively in India. Efforts along this line have been fruitful and it may be said that it is aimed at producing this year 6 lakh bales more of cotton and 12 lakh bales more of jute and mesta.

Regarding industrial activity during 1949, Government's efforts to stimulate industrial production yielded satisfactory results. There was appreciable increase in the production of steel, cement and coal. Steel production went up to 0.9 million tons—registering an increase of 5.8 per cent. over the previous year's production. In cement the production rose by 33 per cent. to two million tons and coal raisings reached the new record of 31.4 million tons giving a rise of over 1.6 million tons as against the 1948 production. Some other industries also showed an improvement in production in 1949 over their previous year's performance. These included aluminium, electric motors, transformers, electric lamps, bicycles, conduit pipes, refractories, sulphuric acid, superphosphates, caustic soda and paper. In certain other industries, e.g., motor car batteries, insulators, bare copper conductors, asbestos cement sheets, cigarettes, matches, leather foot-wear and woollen manufactures, production during 1949 was more or less of the same order as in 1948. A very important industry which registered a decline in production was the textile industry. It attained high levels in production in the first half of 1949 but there was a decline in the second half owing to certain difficulties. Another in-

dustry which faced difficulties during the year was the jute industry mainly on account of difficulty in securing raw jute

Apart from improvement in actual production the installed capacity of several important industries was increased during 1949 by the establishment of new factories or by expanding the existing ones. In cement the installed capacity rose from 21 million tons to 29 million tons. The spindleage in textile industry rose by 172,000. Other industries in which the installed capacity improved included diesel engines, which registered a rise of 300 per cent, electric lamps, electric motors, electric transformers, cycle tyres and tubes, plywood and refractories. During 1949 there were definite signs that foreign capital was readier than before to collaborate with Indian capital in the shape of new industrial units, although it is too early to say that a definite flow of foreign capital has started. The total capital sanctioned in cases involving foreign participation amounted to Rs. 14.42 crores in 1949 as against Rs. 3.05 crores in the previous year. Out of this amount, the foreign capital involved totalled Rs. 6.35 crores. Some of the state-sponsored industrial projects made good progress in 1949. Consultations regarding electric equipment as well as radio and radar equipment were completed. Ship-building and steel plants were also among the subjects regarding which expert opinion was taken and plans completed. Plans for a state-owned machine-tool factory are complete, and plans for the manufacture of penicillin, sulfa drugs and anti-malarials are in progress. The Fertiliser project at Sindri has advanced and it is expected that within a year it will attain full production.

From the point of view of long-range planning and higher production, the river-valley and hydro-electric projects are very important. There are at present 46 river valley projects in various stages of execution in India. These include the four big multi-purpose projects—the Bhakra-Nangal project in the Punjab, the Hirakud project in Orissa, the Damodar project in West Bengal and Bihar and the Tungabhadra project in Madras and Hyderabad. The most advanced of these schemes is the Bhakra-Nangal project. Power from this project will be available in 1952-53 and this project ultimately will irrigate three and a half million acres of land. At Hirakud, considerable power supplies are expected in 1953. It is designed ultimately to generate 321,000 kilowatts of power and irrigate one million acres of land. The Bokaro Thermal power station which is a part of the Damodar project, is expected to be completed by the end of 1952.

The various river-valley projects under construction are expected to extend irrigation to about 8.3 million acres, which will yield three million tons of additional food. Beginnings in this additional production are expected to be made in 1952-53. These projects will also yield additional power to the extent of 1.85 million kilowatts. This will, roughly, double the supply of electricity available in the country. As a rule, the production of food has been given priority over the development of power and other benefits in most of these projects.

It is obvious that it is not possible to deal here with a number of other subjects in which notable advance has been made, namely, education, health, agriculture, broadcasting, production of documentaries, and so on.

Now there are quite a few things or rather problems which are facing our country today. Indo Pakistan relations may be said to be one of the most important of them, since they affect many other activities of both the countries. The most serious attempts are being made to establish good neighbourly relations between the two countries which would obviate the necessity of thinking in terms of security from each other and which would always help in solving all problems by the peaceful method of negotiation.

An important problem is the communal problem. It may be said that it is both a political and a social problem. In its origin, it is a social problem but it has its political aspect in so far as people belonging to the same community often group together and try for political rights along communal lines. Politically speaking the constitution of India has tried to steer clear of all distinctions and discriminations based on caste, community or race. Except Scheduled Castes and Scheduled Tribes, the Constitution does not mention any other. Thus the stage is set for all communities to forget these distinctions and consolidate themselves into a single body politic. It is in fact a call to all groups political and social, to merge themselves into a single class of Indian citizens.

Another important problem is that of refugees. This problem has been one whose dimensions are not easily imagined. Those who talk in terms of the problem of refugees and displaced persons in Europe have no idea of the colossal number that India had to deal with. It has welcomed every refugee until now. The total up to date may be computed at about 9 million.

Once we had 200 refugee camps dotted all over the country, which the Government maintained. At present there are about 3 lacs of persons in camps and about 1,33,000 outside them, who are receiving relief and maintenance. A sum of nearly Rs. 70 crores has already been spent for evacuation, relief and rehabilitation of displaced persons since partition up to March 1950, and the decision to spend a further sum of Rs. 75 crores during the coming three years was announced recently. This will bring the total expenditure to Rs. 145 crores. These sums are being utilised in the construction of houses, advancement of loans, resettlement of rural displaced persons, maintenance of unattached widows and children, etc.

Yet another important problem which has been engaging the attention of the country is food. The country has been importing a vast quantity of food which is a strain on the purchasing power of the country. On June 29, 1949, however, the Prime Minister broadcast to the nation that the Government had laid down that there should be no food imports after 1951 and that all the food required for the people should be produced in the country. According to the target fixed for growing more food in 1949-50, 2.4 million tons more was produced during the last three years. Below are some of the figures showing the achievements of the year 1949-50 :

No. of wells sunk or repaired	..	97,124
No. of minor irrigation works completed (dams, channels, tubewells, etc.)		13,581
No. of water lifting appliances completed	..	17,380
Rahat, Pumps, etc.		



No of tanks repaired or constructed	3 863
Waste land reclaimed in the States	5 74,019 acres
Waste land reclaimed by the Central Tractor Organisation	71,771 "
Land mechanically cultivated by the States	3 44,830
Chemical fertilisers oil cakes green manures etc supplied	3 06 103 tons
Urban compost distributed	8,76 000 "
Improved seeds distributed	54 446 "

The percentage and quantitative achievement in 1949-50 marks an improvement over the previous two years as is seen from the following "grow more food" figures

	Target	Achievement	Percentage
	(in lakh tons)		
1947-48	9 09	6 86	75
1948-49	8 86	7 71	87
1949-50	9 85	9 35	95

Reviewing the results of last year's self sufficiency campaign Mr R. K. Patil Commissioner of Food Production Government of India, expressed a note of quiet confidence and said that 'given a good or even an average season, it would be possible to make India self sufficient by March 1952

It is not my purpose here to answer any criticism against the policies or the programmes of the Government. But it is necessary to point out that much of the criticism is unfortunately uninformed and much of it is motivated by political objectives. It is often times said that the citizen has not benefited during these three years

of freedom. It may be pointed out that all the activities of the Government have been directed towards the welfare of the common citizen and the most substantial benefits that have accrued to him have been totally ignored by the interested critics. For instance, control and rationing have assured a crore and thirteen lakhs of people living in all the big cities a definite amount of food at a definite rate. If one compares the situation with what it was when there was de-control for about six months, one can very easily see how this step has been helpful to the common urban citizen. To give another instance, the enactment of tenancy laws and laws regarding rural debts, and the abolition of Zamindari are steps which have benefited and are calculated to benefit rural population to the greatest possible extent. Prohibition which has been taken up by a number of states, has been definitely a step which has benefited the common labourer more than anybody else. The sweeping off of all feudalism in the numerous states has been to the advantage of about one-fourth of the population of India. Who else but the common citizen has been benefited by these various steps taken by the Central or the State Governments?

Another criticism which is levelled at one of the items of our foreign policy is about our remaining in the Commonwealth. But the critics should understand that it has not come in the way of taking up an independent line whenever it suited us. For instance, it did not stand in the way of our declaring ourselves an independent republic. It did not stand in the way of our attitude as regards Indo-China and Israel. It did not stand in our way when we convened the Indonesian Conference. It was not an obstruction to our recognising Communist China. Thus it can be seen that the

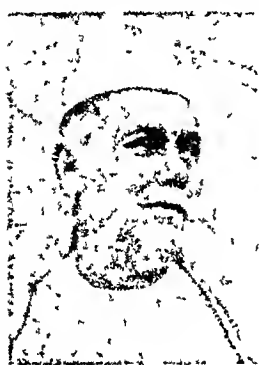
criticism levelled is either highly uninformed or interested. It is not necessary here to multiply instances of this kind in this small article.

After all we are an infant state and as such there is yet much more to do than what has been done. It can be said that what has been done is only a fraction of what has yet to be done. On the foundations that have been laid by our Constitution, we have to build up a mighty non-militant nation which would be worthy of the great civilization it has attained and the glorious past that it can boast of. It is for every citizen of the Republic to contribute to this great cause of this ancient land.

# ASSAM

(Gopinath Bardoloi)

**I**N order to assess the achievements of the Congress Government in Assam during the three years of freedom (August 15, 1947 to August 15, 1950), it is necessary to have an appraisal of the conditions prevailing in Assam immediately before the attainment of



Independence. The Congress Party assumed power in February, 1946. Assam then could hardly be reckoned as an autonomous province. For Assam, the status of autonomy, conferred on her in terms of the Government of India Act 1935, was, in reality, an apology, if not a misnomer, of the term itself. The then admini-

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nistrators were content merely with the maintenance of law and order. Little or no heed was paid to the basic economic, educational or other needs of the people. In fact, Assam had to depend entirely on Bengal and other provinces of India for training of a handful of her men in medicine, in veterinary, in engineering, in university education, etc. People's long-cherished desire to have a University, or a High Court, or a Medical College, or an Agricultural College of their own in order that Assam could *de facto* function as an autonomous unit, did not see fruition for years. The Muslim League Ministry with their henchmen—the resourceful European Planters—seldom bothered their head as to the people's needs. True, the finances of the province were not adequate; but the fact remained that no serious endeavours were made by the

administrators of the time to put Assam in the development map of the country ~ ~ ~

It is in this background, if not anything else, that the achievements of the Congress Ministry should be measured. Obviously, three or four years of administration of a Government, however well-meaning, resourceful and hard-working that Government might be, is too short to show tangible results of their efforts. Nevertheless, considering the fact that the present Ministry took over charge of administration at a very difficult time—seldom experienced by the previous Governments of the State,—the achievements, so far made, may well be considered as worthy of commendation. The aftermath of the war-ravages, the ugly disturbances, both communal and otherwise, in neighbouring Bengal and elsewhere in India in 1946-47 constituted by themselves a constant source of anxiety to the State Government. Full attention had necessarily to be given to the preservation of peace which was Assam's tradition. The following year (1947) too did not disclose any signs for the better. Political events in India were moving with such bewildering rapidity that none could foretell what would happen the next moment. At times, it seemed that the chances of Assam remaining as a distinct unit of India with her integral position were almost doomed, firstly because the Cabinet Mission Plan sought to force Assam in the grouping clause, and secondly, because the Muslim League with all its militant activities including a so-called Civil Disobedience Movement made frantic bid to include the State into Pakistan. Happily for Assam, neither of these two monsters succeeded in its evil designs.

The declaration retaining Assam as an integral part of India even on the pangs of a parti-

tion heralded to the people and the Congress Ministry here a new chapter. Government felt that it could then settle down to the realm of actual work after a full year's struggle for existence. But the partition of the country was not an unmixed blessing to this State as to a few other States of India. As the Government cleared away one poisonous undergrowth of difficulty from its path, it came across another which had to be uprooted or tided over. So, while it was in process of clearing the difficulties of political or communal turmoil in previous 18 months, the Government was often times confronted with, sometimes baffled by series of problems. The partition of the country virtually isolated Assam from the rest of India; her communications of all types—rail, steamer, road, even post and telegraphs—were completely dislocated; supply of essential goods, including foodstuffs, cloths, building materials, proved an insoluble bottleneck to the normal life of the entire population. The situation so developed in the later part of 1947 that it became a formidable task for the Government to carry on the administration. Reference will not be out of place to the geographical and strategic position of Assam in this North-Eastern part of India. Over 2,200 miles of Assam's border are hemmed in by foreign countries where the conditions, then obtaining, were far from congenial to the very security of our country. In addition to all these problems, difficult and complex in nature and proportion, Assam had to bear the burden, though indirectly, of the defence responsibility. On top of these, Assam could not but proceed with various development projects to make her really autonomous in her status, strong in her position and prosperous in her economy. Undaunted by these difficulties including those of finance, the progress in Assam in all directions

was well under way in the first year of freedom. It was inevitable that most endeavours had first to be directed towards planning, and what might be called spade-work, as is natural in the case of all pioneering work. To-day, Assam is no longer the "Cinderella" of the Indian States; the present Government can legitimately feel pride that it has been able to fulfil, in a very modest manner though, the basic needs of the people. A University, a High Court, a Medical College, a Veterinary College, an Agricultural College, a Police Training College, a Forest Training School, an Ayurvedic College, a Co-operative Training College, an Engineering School—all these institutions have sprung up within the short span of the last three years. But even with the existing personnel, depleted and weakened by partition of the country, all these institutions were built up as the first step towards creating a scientific personnel for service to the men in the villages. Besides undertaking an all-round campaign to eradicate the opium evil, introduction of compulsory primary education, initiation of the basic education schemes, the implementation of the rural development plan, nationalisation of the motor transport in the principal routes, welfare work in the tribal areas were undertaken,—being only a few of the landmarks in the achievements of the Congress Ministry in Assam. Had no new problems and difficulties cropped up, in the meanwhile, such as complete stoppage in the Post-war Grants from the Centre, attempts by the anti-social elements to tamper with law and order, the refugee question, the present Government would have been in a position to achieve something very remarkable indeed. A brief account of the achievements is, however, recorded below under different heads.

## Law and Order

The impact of the last War, the conditions created by partition, Assam's proximity to the foreign countries like Burma, East-Pakistan, Tibet, remotely China, infiltration of undesirables into the State, attempts to foment discontent among the law-abiding masses by the subversive elements, the none-too-friendly attitude of a section of the hill tribes and a variety of causes of identical nature necessitated the immediate tightening-up of the measures calculated to maintain law and order. But the State Government found that the resources at their disposal at the beginning were inadequate to meet the exigencies of the time. The Government started a Police Training College near Tezpur to obviate the necessity of sending their police personnel to other States which was the case during the pre-Independence days. To assist the Police Force in combating the tendency towards lawlessness, Government passed the Assam Home Guards Act 1947 and raised the Home Guards Organisation. After intensive and continuous training, the Home Guards numbering over 2,500 considerably supplemented the Police. In addition to their normal duties, the Home Guards rendered commendable service in furthering the opium prohibition work and in prevention of smuggling of food grains to Pakistan. For reasons of the paucity of funds, the Organisation to-day stands disbanded except in the limited border points.

In view of the anti-social activities, the State Government was constrained to pass the Assam maintenance of Public Order Act 1948; but it has always been the intention of the Government to apply its provisions judiciously and only in cases when it is extremely necessary. It may incidentally be mentioned that although the



communists and some other political parties have provoked the Government to a large degree by their violent actions and have done their best to incite in the mind of the simple villagers a tendency of violence and lawlessness. Government have been uniformly reluctant to declare these bodies as unlawful. It was only in June 1950 that the R C P I was declared an unlawful body in Assam. Communal disturbances during February-March 1950 in East Bengal had their serious repercussions in this State which inevitably put great strain on the whole administration. It was however, heartening that despite frantic efforts of the anti social elements who took their toll in the murder of a number of policemen and Congressmen in Assam during the last six months the overall situation in the State remained quiet. Public appreciations of, and cooperation with the Government effort to put down the disrespectors of law and order were really of no small significance. Be it noted also that in spite of heavy pressure on the Central Administration and of the need to augment the Police Force Government has kept the expenditure on General Administration comparatively at a low percentage namely at 6.8 per cent in 1949-50 as against 13.8 per cent in 1939-40. This vouches for Government anxiety to divert funds to the spheres of nation building activities although Government is aware that such activities are possible only in an orderly society in which stungun politics has no quarters.

### Financial Condition

Without a proper appreciation of the financial difficulties under which Assam has been groaning it may not be possible to judge the achievements. Due to unjust and inequitable adjustment of the financial allotment to Assam under successive stages of reform in the

past decades, the financial conditions of the State have not changed for the better. The Congress Ministry having assumed charge of the administration of the State found itself in an awkward position;—on the one hand, it had to launch a number of development schemes with a view to raising the standard of living of the masses and also to bringing Assam to the same level with other States; on the other hand, funds were extremely meagre; scope for new taxation there was only little,—having exhausted all the avenues of taxation allowable under the Constitution. The present Government had been representing to the Centre for more funds year after year on various plausible grounds. Hopes were entertained that the Eastern Province would secure a generous treatment both in the interim period as well as under the provisions of the new Constitution. But by the end of 1949, these hopes seemed to be dashed to the ground following the Centre's stringent financial policy. It is yet to be seen when and to what extent the repeated requests from Assam for an equitable allotment of Central revenues to be distributed among the States would yield satisfactory result.

The Budget estimates for the first year of freedom (1948-49) were indeed framed in an atmosphere of buoyancy, born of freedom and naturally the Congress Government was inspired by a genuine desire to effect an all-round improvement and development of the people and the State. The budget estimates for that year disclosed a revenue deficit of roughly a crore and a half. The Post-war Grants were fixed at Rs. 1,60,00,000 for the year 1948-49 as against original estimates of about rupees eight crores. This is sufficient to show that this drastic cut in the post-war grants served as a damper to the prevailing atmosphere of enthusiasm in Assam.

The financial year 1949-50 also indicated no signs for improvement. As usual, there was a deficit budget to the extent of Rs 60,58,000. It ought to be borne in mind that when our works in the direction of the post-war development schemes were progressing in full swing, the Government of India intimated to us that Post-war Grants were further reduced and that there would be no Post-war Grants for the next financial year (1951-52). The inevitable for the State Government was, therefore, to abandon a number of schemes though they were absolutely necessary for the normal growth of Assam. This involved retrenchment of personnel working in the villages to the number of 4 to 5 hundred people.

It may be mentioned in this connection that the State Government was all along anxious to start these essential schemes even in temporary buildings, in improvised hutments and in hired houses. That was indeed a modest beginning; but sadly enough, following the cuts in Post-war Grants, a very awkward situation was created by the end of 1949. V2:1 N50 & N47

From Otto Niemeyer Award to Desmukh's—Assam's financial history has been one of chequered career. At the same time, her need for more finances to develop the two-thirds of her total area known as the tribal areas, so susceptible to the anti-social elements is perhaps the acutest. Mere police force cannot remedy or arrest the forces of lawlessness unless there are solid works for development to satisfy their basic requirements. N50

#### Land Reforms

In furtherance of the Congress policy, the Government of Assam had introduced certain measures in the matter of land reforms to give relief to the tenants. The Assam State Acquisition of Zamindaris Bill was introduced in 1948 which was subsequently passed by the Legisla-

ture. It is now awaiting the assent of the President. Interim steps have, in the meanwhile, been taken to bring the Estates under State Management and an Act was passed to that effect. But the operation of this Act also has been stayed by the High Court of Assam. For the purpose of securing relief to the tenants the State Government passed the Adhiar Protection and Regulation Bill 1948 which has since become an Act and is now in operation. Regarding Fee Simple Grant areas covering about 175,000 acres of land, mainly used in tea industry, a survey had been made and some areas have been brought under acquisition for settlement with the landless indigenous persons, flood-affected people and people having uneconomic holdings. The question of settling land to the refugees has also now cropped up. But the unhelpful attitude of the planters in the matter has stood on our way. Government's sincerity in reference to land reform is too clear if one takes into account the various legislations in that direction. These legislations are (1) the Assam State Acquisition of Zamindaris Bill 1948; (2) The Adhiars' Protection and Regulation Act 1948; (3) The Assam Assessment of Fee Simple Lands Grants Act 1948; (4) The Assam Famine Relief and Insurance Fund Act 1948; (5) The Assam Management of Estates Act 1949. The difficulty experienced by the State Government in going ahead with these Acts is that either vested interests have not extended their cooperation or the anti-social elements and certain political parties have encouraged the common people to take law into their hands which inevitably has hindered the working of the details. In addition to the above, Government has declared their policy to settle lands to political sufferers whether individually or on cooperative basis.

## Education

The strides the Congress Government in Assam has been able to make in the sphere of education are really the special features of its administration. Assam had for a considerable time aspired to establish a University which desire reached fruition only through the efforts of the present Government in 1948. A Bill for establishment of the *alma mater* was introduced by the Government in 1947 which later became an Act in early 1948, and the University commenced its functioning in temporary accommodation in Gaubati. The Government has given to the University authority magnificent site west of Pandu bounded by the Brahmaputra River on the north and low hills on the south. Funds though not sufficient to meet their requirements are also being given to the University.

In regard to secondary education, the Government has not been in a position to take up its reorganisation to put it on a sound footing pending finalisation of the University Commission's recommendation. But so far as relief to the teachers of the Aided Schools is concerned, Government declared in 1949 a new policy whereby Aided Schools are getting grants according to strength of their respective enrolments. Government felt this was not sufficient, but it believes that this policy went a long way to substantially meet the grievances of the Aided Schools. According to this new scheme, the minimum pay of a graduate school teacher is Rs 80, an under-graduate Rs 60. In 1948-49, a sum of approximately Rs 18 lakhs, was earmarked for the new schemes of education under the Post-War Development plans. In 1950-51, the budget expenditure on education was raised to Rs. 1,46,80,000 as against Rs 50,67,000 only in 1944-45, this figure alone should indicate that despite financial

limitations, the State Government has been quite generous to the educational progress in Assam.

With a view to introduce compulsory primary education Government passed the Assam Primary Education Act 1947. It came into force in February 1949. At the first instance, Government initiated the compulsory primary education in selected areas only. In 1949-50 the scheme covered 1,943 square miles covering 1,389 villages and 10 towns. A large number of teachers were trained at the training centres, but due to want of funds some of these centres had to be closed down this year. Government also took over about 2,000 venture primary schools in 1948-50, mostly in tribal, backward and tea-garden areas.

To put the educational structure of the country on a foundation as envisaged by Gandhiji, Government decided to introduce Basic Education. With that object in view, six basic training centres were started in 1949; teachers were sent to Delhi and Wardha for training; Lower Primary School teachers of a limited number were given a basic bias in these centres. The idea was to convert gradually all the compact areas to basic schools. But the situation has since changed after curtailment of the Post War Grants from the Centre. While in 1949-50, progress in that direction was proceeding well, in 1950-51 the position has been one of standstill if not worse.

∴ In the matter of social education, the State Government opened more than 500 centres; mobile vans fitted with apparatus to impart visual instruction were purchased; a new five-year plan for social education was formulated on the understanding that Central Government's finance for the plan would be made available.

But the latest indication is that due to failure to pay the grant promised by the Central Government, the new scheme may die on the morrow of its birth

The question of establishing technical institutions engaged the serious attention of the State Government during the Congress Government's tenure of office. Engineering School was started in Gauhati in 1949, the Jorhat Technical School was put on a sounder basis to meet the ever increasing demand for skilled personnel in various engineering trades. A junior technical school was opened at Kohima on a re-organised basis. Buildings were almost complete though the common difficulty of finance has rendered this Government unable to see its fruition.

### Rural Development Scheme

With the intention of resuscitating the villages and the pursuance of Gandhiji's dream to transfer power to the masses the State Government announced a blueprint on October 2, 1947—(Gandhiji's birthday)—for establishing Panchayats in the State. In the following year Government brought the Assam Rural Panchayat Bill 1948 which subsequently became an Act. The Act envisaged a comprehensive rural development scheme. The first step towards implementation of this scheme was the re-organisation and co-ordination of such departments as were intimately related to village uplift work and were calculated to contribute to fulfilment of our objective as laid down in the Act. For the purpose Cottage Industries Department, Cooperatives, Sericulture and Weaving Department were re-organised and placed under one Rural Development Department. A Rural Development Institute was started at Dibrugarh to train up a band of social workers to undertake the work of

the scheme; necessary officers were appointed and after all these were complete, 15 Rural Panchayats were actually brought into existence, one in each sub-division, in 1949. Meanwhile over 800 Trading Cooperatives were started and they functioned, to begin with, as distributing agencies of textiles. In view of the enormous field of activities virtually touching every aspect of our village life, the State Government put up an all-put endeavour to this experiment of resuscitating the villages. When the process was well under way, the Government of India suddenly intimated to the State Government their decision to drastically reduce the Post War Grants. This being the position, the situation can very easily be imagined than described. To the Government, this rural development plan was the pivot of all the plans, directed to the betterment of the masses and efforts were made in that perspective. But the present position has been so dismal that the State Government is inclined to feel as if the fly in the ointment must be removed before it is too late.

### **Tribal Areas**

Very few realised the importance and potentialities of the tribal areas of Assam till the attainment of Independence. As a matter of fact these vast areas covering two-thirds of the State's whole area were considered and maintained by our erstwhile imperialist rulers as "show-pieces in an ethnological museum". The simple tribal folk were not permitted to have any outside contact; they were denied the fruits of modern civilisation on the plea that their case called for segregation to avoid exploitation by the more civilised people. The transfer of power, however, has turned the corner. The Central Government initiated a Five-Year Plan early in 1947 for the development of the tribal areas in



the hills at a considerable cost. Following this, conditions were created in the tribal areas under which the vast tribal population has now been feeling the vibration of life born of attainment of freedom. The State Government too was very anxious, once the barriers created by the imperialist rulers were removed, to bring these tribal people to the same level with others. Despite financial handicaps and paucity of suitable personnel to work in the hill areas the expenditure which the State Government incurred on various development projects was more than a crore of rupees during the past two years in excess of the usual average which works up to fifty lakhs of rupees only. Particularly on items like education, agriculture, roads, hospitals agriculture, buildings weaving and sericulture cottage industries and rural development, this Government spent in the last two years nearly ninety lakhs of rupees in addition to the normal expenditure of forty-eight lakhs of rupees which is more than  $1\frac{1}{2}$  times and nearly twice the total amount spent in the six autonomous hill districts during the year 1947-48. Today, the new Constitution has conferred on the Tribal Areas district autonomy. It is hoped that the progress in these areas would be more rapid than hitherto provided of course there is no lack of funds.

Apart from the tribal population in the hills, the plains tribes like the Kacharis, Lalungs Miris and other Scheduled Tribes also form a considerable portion of Assam's population. Deeped in illiteracy and unhygienic conditions, this large backward population drew the immediate attention of the present Government. Consistent with its resolve to remove the age-old backwardness, the State Government has spent during the past three years proportionately more

money for roads, dispensaries, wells, schools, scholarships, etc., even at the cost of the more advanced people of the plains. The present Government has, in the meanwhile, on recommendations of the Advisory Committee, submitted to the Central Government a comprehensive scheme for their improvement. Needless to say that substantial funds would be necessary to finance this scheme and it will now be for the Government of India to recognise the urgency for removal of the backwardness of the plains tribal people and quickly at that, and find out ways and means for the same. It would not be out of place to mention here that the communists and others who believe in the method of violence have been trying to make these areas as their breeding places and have created "pockets" in places. The State Government therefore feels that it would be most appropriate and timely to show this tribal population by solid work of welfare that means of violence as propagated by the disruptive elements would lead them nowhere, and that it is in Gandhiji's method of construction that their development lies.

### Forest Areas

The forests of Assam are a perennial source of income to the State Exchequer. 13 per cent. of Assam's territory is kept as reserve forests: but at least 25 per cent. would easily be brought under scientific forestation. The State Government has been making its best efforts in that direction. Apart from the forest resources, the flora and fauna of Assam can easily feed one or two pharmaceutical factories. In order to harness the potentialities of cane and bamboo materials of Assam forests, Government had a scheme to start a paper mill under its industrial plan. But that has now

been abandoned for want of funds. Side by side with the extension of new plantation of forest plants Government had at a considerable cost improved the conditions of the forest villages providing them with roads, schools, wells, dispensary. In the hill areas sustained efforts have been made to encourage terrace cultivation instead of *jhum* or shifting cultivation to avoid deforestation and consequential floods. Experiment in that line has proved attractive and popular among the hill men in some places. 'Forced labour' system under which the forest villagers had to render work to the forest authorities has been modified. The fauna of Assam is world famous. It may attract the tourist.

Incidentally a reference to the topography of Assam is called for in order to show the position of land available in Assam. Assam today has 56 000 square miles within her border, out of these 36 000 square miles are in the hills which are governed by the laws and customs prevalent in these areas and over which the State Government has little control in terms of the Sixth Schedule in the Constitution. 2 500 square miles are sandy river beds and tracts of land in fallow strewn with pebbles and sands. Moreover 16 lakhs acres of land are held under lease by the planters for their tea industry. From these facts it would appear that the availability of millions of acres of cultivable land in Assam is a sheer myth. The myth becomes all the more interesting if the density of population on the basis of the above factors is worked out that is to say, the density of population in the plains is about 275 per square mile and in the Brahmaputra and the Barak region it would be not less than 325 per square mile. The astronomical story that 'less population and more land in Assam' has therefore no legs to stand upon. The average holding of a cultivator in Assam is only 2.4 acres.

## Political Sufferers

In the matter of giving relief to the political sufferers and other similar subjects, the State Government in 1948 refunded the collective fines, returned the guns and other such property confiscated by the then Government; gave pensions to the dependants in a few cases of the martyrs of the freedom movement; condoned age and application fees for political sufferers seeking Government appointments. To enable political sufferers of various categories such as imprisoned, disabled, destitute, etc., to start their life anew, Government had provided to the deserving ones facilities like settlement of land wherever possible.

## Refugees

The problem of the East Bengal refugees became a great problem to Assam. The partition of Bengal and later amalgamation of the Sylhet District in East Bengal during 1947-49 brought in a large number of refugees to Assam. On top of that, there was also regular influx of East Bengal Muslims in Assam who had migrated to this State for economic reasons. This one-way traffic of migrants into Assam from East Bengal, in addition to the Railway and other Departmental personnel with their dependants who opted out for India and stationed in Assam became a source of strain both on the Government and the economy of the State. The Government however have undertaken with courage to tackle this refugee problem on a humanitarian plane and according to Assam's capacity in reference to her land and other resources. Government accordingly accepted to rehabilitate 125,000 East Bengal refugees into Assam prior to the February-March 1950 events. But the influx of migrants from East

Bengal following the last disturbances has created a new situation

Despite propaganda to the contrary, the Assam Government has again agreed to rehabilitate one lakh of new refugees in addition to a lakh and 25 thousand already accepted. Several schemes for that purpose have been submitted to the Government of India for approval and sanction of money. A township near Gauhati to rehabilitate 500 refugees is already under way. The question of rehabilitating the Muslims who evacuated their hearths and homes but subsequently returned is also there. This Government is implementing the directions of the Centre in this matter, but has now to face almost a crisis in food situation.

### Other Nation Building Works

It is not possible here in this short note to detail the progress of works during the last three years, in regard to nationalisation of road transport, construction of roads, re-organisation of the health services, grow more food, etc. but it may be said to the credit of this Government that the main routes from Shillong to Gauhati and then Gauhati to Dibrugarh covering a distance of about 400 miles was brought under nationalisation scheme. Funds permitting, it will be extended to other routes also. Despite severe brakes put upon the Ministry for want of experienced personnel, adequate materials, over 1,000 miles of roads technically classified as 'village roads' and 210 miles of 'district roads' were under construction. The two other roads of strategic importance linking Garo Hills in the west and Tripura on the east with the rest of Assam also deserve mention. In the matter of health services,

establishment of more dispensaries, wells and hospitals, was its main features. Grow More Food Campaign was carried on satisfactorily, but floods and dislocation of the agricultural populations due to communal and other disturbances are likely to affect our targets. Prohibition of opium in Assam which was started as long ago as in 1939 during the Congress Coalition Government has further been extended to some places in the tribal areas in 1949 and the progress so far recorded appears to be good. Prohibition of liquor has not yet been undertaken in Assam, but Government after examining the matter has imposed certain restrictions to discourage the drink habit.

### **Implementation of the Indo-Pak Agreement**

Assam's all-out efforts to implement the Prime Ministers' Agreement need mention. The results so far attained in this State where repercussions of the disturbances in the two Bengals were of a very serious nature should convince us that the Pact has come to stay. There has been an increasing flow of Muslim migrants into Assam; a few hundreds of Hindu migrants also are returning to East Bengal; rehabilitation of both Hindus and Muslims is progressing according to the instruction issued by the Ministry of Relief and Rehabilitation. But the Government fears that if those who have not been able to see eye to eye with authors of the Pact, carry on an anti-Pact propoganda inspired as they are, by a strong section of the Calcutta Press, the good progress is likely to be hampered. So far as the Press in Assam and the local population are concerned they are fully co-ordinating with the Government endeavours which is reassuring for the prospects of the Pact.

The experience of the Congress Ministry during the three years of freedom has confirmed the view of those who are shouldering the responsibilities of administration that the need of developing Assam more rapidly than imagined is the most urgent for reasons both external and internal. Sandwiched between the foreign countries in the East of India and inhabited in the major portion of the areas by tribes backward and scheduled and above all cut off from the rest of India without any effective means of communication except through Pakistan Assam deserves the immediate attention of us all. In Assam there is need for quick development but it is also a State where funds are extremely limited. This is the paradox in Assam. And how to solve it that is the question before all of us who want to see that sentinel of India to blossom into a prosperous State through an orderly process proving itself an effective barrier to all ills that may beset India.

# BIHAR

(Sri Krishna Sinha)

**O**UR first concern during these three years has been the preservation of the freedom which was won after decades of struggle, sacrifice and suffering.

There was, of course, no real threat to the independence of the country from outside, and, in any case, a State



Government has only a subsidiary role to play in protecting the country from external dangers. But threats to our freedom arose from within. And if we had failed to meet those threats with courage and speed, our freedom would have disintegrated, and Bihar, with the rest of India, would now be in a state of

anarchy, torn by internal strife. Politically, freedom means for us a secular democracy, with freedom of speech and association which is inseparable from democracy. In the sphere of Government, freedom means an orderly administration, and the rule of law. I think we in Bihar have been able to preserve, and consolidate, our freedom in both these spheres.

Our task has not been an easy one. Communal politics and the happenings in Noakhali and Calcutta had led to grave disorders in several districts of Bihar towards the end of 1946; and when freedom came in August, 1947, the State was still full of communal hatred, and the spirit of violence was abroad. Then came the Punjab holocaust. We wondered for a while if our newly won freedom would be drowned in blood—demo-



cracy secularism orderly government rule of law and all. With our past experience, we in Bihar were particularly apprehensive. But communal peace was maintained in 1947 and it has continued to be maintained to this day. There have been periods of stress and anxiety, but the last three years have been marked by communal peace unprecedented in the recent history of Bihar. Militant communalism bearing the well known lineaments of fascism made its appearance in Bihar as elsewhere its last and in some ways the most formidable, appearance was in the form of the Rastriya Swayam Sewak Sangh. But whether it was Hindu communalism or Muslim communalism which openly challenged our ideals of secular democracy and human decency it was put down with a firm hand. I know communalism is not dead but it is significant that during the last spring when India's relations with Pakistan were passing through a critical phase and there were serious disorders elsewhere Bihar remained completely peaceful. We have it may be remembered a common frontier with East Bengal and were therefore, not far from the scene of the upheaval which shook the whole country.

The rise of Communism was another threat to our freedom, and in some ways the social climate of Bihar is not uncongenial to growth of Communism. Feudal agrarian relations built up on the foundation of the Permanent Settlement, a virile peasantry, conscious of its rights and traditionally restive industries concentrated in a few compact areas and a great deal of poverty all round, would ordinarily provide very favourable conditions for growth of Communism. But in spite of its best efforts, the Communist Party has made no headway in Bihar. On the contrary the Party is weaker

today than it was a couple of years ago. And while no one can afford to be complacent in relation to the Communist Party, it would be no false confidence to say that in Bihar the Communist Party is not a force to reckon with. The police measures we have had to take to deal with the Communists provide but a partial explanation for this: the more important explanation will be furnished later in this article, when I deal with our measures of agrarian reform.

Communalism and Communism, though the two deadliest dangers, have not been the only dangers we have had to face. There was in 1947, and part of 1948, widespread agrarian unrest, often finding expression in breaches of the peace and defiance of the law. The strain of the war years, and the usual maladjustment arising from the inflationary spiral of rising wages and prices were leading to strikes and slow-downs, not uncommonly accompanied with violence or intimidation. And then there was the wave of crime which swept the whole world after the war. Even the highly stable society of Great Britain did not escape the effects of this crime wave. Not unexpectedly, therefore, there was a steep rise in crime in this State in 1946, to which communal disorders of that year also contributed in an appreciable measure. This crime wave continued unto 1947, and the people's nervousness sometimes found expression in the desperate comment: "We needed the British raj for a little longer; after all our lives and properties were reasonably safe under the British regime." But the forces of law and order soon asserted themselves, and the corner had been turned before the year 1948 was out. In 1949, a marked improvement was registered, dacoity, for instance, falling by about 50%. The improvement has been maintained. We cannot, of course,

be content with what has been achieved. If, over two thousand years ago, Megasthenes found that there was no crime against property in India, and no house needed a lock, why should we not strive again to create a society in which crime would be practically unknown and to forge an administrative machinery which would ensure this? These must be our objectives but, in the meantime, we are perhaps entitled to some satisfaction that *anti social forces have been controlled in a period of political transition which happened to coincide with a crime wave which swept the whole world.* In the agrarian and the labour field as well, peace was rapidly restored.

Indeed 1949 saw such perfect agrarian peace as had not been seen for many a year, and violence and intimidation were largely eliminated from industrial relations as well. Here are some relevant figures. About 9.42 lakh man-days were lost in the organised industries in 1946; only 3 lakh man-days were lost in 1949. Improved administration of law and order conduced to this improvement but there were other factors also. Organisation of labour into Trade Unions was one—the number of Trade Unions has risen from 78 in 1945-46 to 415; establishing rational wage structures in various industries was another, setting up of joint Production Committees was a third, and the last was the full use of the machineries of conciliation and arbitration.

Our critics often say that we have restored order, and maintained peace by resort to indiscriminate repression, and detention without trial, and by curtailing civil liberties. It is true that we have not hesitated to put down lawlessness with a firm hand. But we have never believed that social ills can be cured by police measures,

it has been our constant endeavour to provide social remedies for social ills. I have briefly mentioned the measures we have taken to reduce industrial disputes. I would add that we have always been guided by the belief that stable industrial relations can be built only on the foundation of social justice; and we have endeavoured in dealing with all industrial disputes to ensure to the worker a fair share in the fruits of his labour. Similarly, in the agrarian field we have pinned our faith to legislative and administrative measures designed to eliminate intermediaries, to give to the cultivator an honourable status, and security, and to improve the productivity of land. I shall deal with these at some length a little later. I must, at the moment, revert to the criticism that we have freely resorted to preventive detention, and gone about gaily curtailing civil liberties. Detention without trial is a bad thing, and civil liberties are essential to a healthy working of democracy. But in government, as in life, a choice has often to be made between two evils; and we have been compelled by circumstances to resort to preventive detention to meet the onslaught of communalism and of the Communist party against the very vitals of democracy. But we have not used, even under the gravest provocation, this power of detention without trial against those who have functioned within the framework of a secular democracy; and even against Communists and fanatical communal elements we have used the power most sparingly. In a State with a population of nearly 40 millions, less than a hundred persons are in preventive detention today. It is true that permission has to be taken from local officers for holding public meetings, but except to Communists, and to those who want to hold public meetings with the object of inciting communal violence, permis-

sion has been freely given. In the whole year 1949, for instance less than 2% of the applications for holding public meetings were rejected, and political parties which unreservedly accept the idea of a secular democracy are now not required to take permission for holding meetings. They have only to send prior information to the local officers. Thus in actual practice there has been very little curtailment of civil liberties; and such curtailment as there has been has been necessary in the interest of democracy itself. Is it necessary, or wise that democracy should give to its enemies facilities for destroying itself? Has not even the British Government found it necessary to ban public processions in London several years after the end of the war? Why should democracy be expected to commit suicide? We have acted under the conviction that even democracy has the right of self preservation.

I have said that in the sphere of Government freedom means an orderly administration and the rule of law. The administrative machinery which we inherited from the British was certainly not capable of providing orderly administration or commanding respect for the law. It was in a thoroughly 'attered condition. There had been no recruitment to the All India Services for several years and with the transfer of power, European officers of those services retired. Normal administration had been completely neglected during the war years and long established principles of administration sacrificed in achieving the twin objectives of suppressing the political movement and winning the war. In Bihar where the political struggle had been particularly fierce, the repression had been equally so, and in the process legality, administrative principles,

and even decency had been freely sacrificed. The administration had got estranged with the people, and there was mutual suspicion, and bitterness of exceptional intensity. And controls had brought in their train an amount of corruption, particularly among the subordinate ranks, which far exceeded anything known in the past. It was obvious that unless the administrative machinery was put in order, not much progress in any direction would be possible. We, therefore, energetically applied ourselves to this task. We rapidly filled the depleted cadres; we re-established the old system of control, and supervision, and we gave a short shrift to corrupt officers. All these processes are still continuing, and while I cannot claim that we have got anything like a perfect administrative machinery, I do think that the rot was checked soon after the transfer of power, and the administration has been definitely on the upgrade since then. Sound principles of administration have been re-established, and the administrative machinery is now capable of performing its old functions of maintaining law and order, collecting revenue, and the like. The best proof of the improvement is the success with which communal peace has been maintained, and crime has generally been controlled. Relations between public servants, and public men have largely been adjusted in a manner appropriate in a democratic State, and a beginning has been made in two districts with separation of judicial from executive functions. The separation has, in some respects, gone beyond the recommendations made by a Committee presided over by a Judge of the Patna High Court. But the administrative machinery has yet to develop into an efficient instrument of a Welfare State.

In spite of its vast mineral resources, Bihar will always remain a predominantly agricultural State, and we have, therefore, always felt that the emancipation and well-being of the peasantry must remain in the forefront of our legislative and administrative programme. Three measures, or to be more precise sets of measures appeared to us to be essential to achieve this objective. First, elimination of the intermediaries between the tiller of the soil and the State, i.e., abolition of landlordism. A feudal institution could not exist side by side with political democracy, or a class of rentiers permitted to thrive at the cost, both of the State and the peasantry. Abolition of landlordism was, however, not an easy matter. An institution, which has been in existence for over 150 years, and which is so deeply embedded in the social life of the State could not be abolished without a great deal of planning and preparation. There were, moreover, constitutional and financial difficulties to be met. But, in the meantime, the tenantry urgently needed relief, and so the second set of measures we conceived of were designed to provide immediate alleviation. The third set of measures were designed to improve agricultural production, for, agrarian reform, though essential, cannot obviously solve the problem of want. Among the measures taken for the immediate relief of the tenantry, mention might be made of the following. The Bihar Tenancy and the Chotanagpur Tenancy Acts were amended so as to give more rights to the settled *rayats*, to secure the non-occupancy *rayat* against ejection at will, to prevent distraint of crops for realisation of rent, and to make illegal exactions by landlords a cognisable, criminal offence. A drive was started for commutation of *bhaoli* rent into

cash rent, and about 3 lakh cases of such commutations have been dealt with so far. *Bakasht* disputes had been a fruitful source of strife between landlords and tenants, and so a special legislation was enacted for speedy disposal of *Bakasht* disputes through Arbitration Boards. The gallant *Tana Bhagats*, a class of *Adibasis* in the Ranchi district, who had lost their lands as a result of their participation in the freedom struggle, were not forgotten. Their lands were restored to them by a special law. By another law landless people were given occupancy rights in their homestead lands.

We enacted a law in 1948 for abolition of the Zamindari system, and the law received the assent of the Governor-General in July, 1949. But for certain constitutional reasons, and in order to provide for collection of rent through village panchayats, we decided to replace that law by another legislation. This legislation is now awaiting the assent of the President, and we hope that it will soon find its way to the Statute-Book. Hopes of millions of people are centred in this legislation, and the day on which it receives the assent of the President will be a memorable day in the social history of India. A measure of such magnitude, and of such profound and far-reaching social significance, has rarely been undertaken. My Ministry has always regarded it as its *magnum opus*. In spite of numerous difficulties we have persevered with this measure, confident of the verdict of the people of this State, and of history; and we shall continue to persevere until landlordism has become a thing of the past.

In the past, the Government had always thought of the problem of irrigation in terms of big projects. In the very first year of freedom we came to the conclusion



that the big projects, though desirable, and in the long run necessary, could not be executed in the immediate future, while the country was desperately in need of food, and the low productivity of land was driving masses of cultivators into ruin. So we decided to give more attention to medium sized irrigation projects, each capable of irrigating a few thousand, or even a few hundred acres and to make a drive for providing minor irrigation works such as *ahars* *pynes* and *bunds*. Within a period of a little over two years, medium works capable of irrigating one and half lakh acres have been executed; and leaving aside wells of different kinds, about 14,000 minor irrigation works have been completed. We have at the same time, continued to assist in the execution of the DVC project, and the investigation of the Kosi project by the Central Government, and preparation of a scheme for a canal system to be fed from the Gandak has made much progress. We have also undertaken other activities for increasing food production and I am confident that Bihar will perform its assigned task in the national plan of self-sufficiency.

There is a general impression that Bihar is rich. The impression is perfectly correct, for we have vast mineral wealth, and some of the finest agricultural land in the country. But much of the natural wealth is yet to be developed, and density of population makes for poverty. There is moreover, the Permanent Settlement which has kept land revenue, more or less, stationary at a low level. The result is that the Government of Bihar is a very poor Government. It is, in fact, the poorest Government among the Governments of Parts A and B States. Our per capita revenue during the current year is only Rs 6.57 as against Rs 18.77 of Bom-

day. It is lower even than the per capita revenue of Orissa, which is Rs. 7.40. Our revenue in 1946-47 was even lower, and we felt that unless we made a big effort to increase our revenue, our development and welfare schemes would remain mere dreams. Our efforts have borne fruit, and our revenue in 1949-50 excluding grants and allocations from the Centre was Rs. 18.38 crores, compared with Rs. 12.64 crores in 1946-47. During the same period our total revenue, including grants and allocations from the Centre, increased from 16.2915 to 17.4246 crores. We also found that most of the development and welfare schemes that had been framed required a large cadre of technical and professional personnel, which was not available. We, therefore, decided to build up, alongside our finances, a body of technicians, engineers and doctors. A number of young men were sent abroad for specialised training, or advanced studies; to increase the annual outturn of doctors a new Medical College was started and the existing one expanded; the College of Civil Engineering was expanded, and a new College of Electrical and Mechanical Engineering established. These measures will bear fruit fully only in the years to come, but improvement is even now perceptible. About 150 of our young men have already come back with foreign education or training.

In the limited space available to me, I cannot review even briefly all the legislative and administrative measures we have taken for the economic development of the State, or for the welfare of its people. But because of its basic importance I should like to say a few words about our educational progress. The salient features of this are: expansion of educational facilities at every stage; growth of Basic education; increase in the salaries of teachers, with State aid, from colleges

down to primary schools, and free primary education. The number of secondary schools, for example which stood at 378 a little over three years ago, is now 500 and we are on the eve of establishing a teaching and predominantly residential University at Patna. Our annual expenditure on education, which was only about Rs. 1.25 crores a couple of years ago, has now increased to about Rs. 4 crores. We have decided to spend 20% of the State revenues on education. No decision of my Government has given me greater satisfaction than this one or the decision to make primary education free.

A great deal has been done for improvement of medical facilities and public health and our interest in the welfare of the Adibasis and backward sections of the population generally may be judged from the fact that in 1949-50 alone we spent about Rs. 75 lakhs on measures undertaken for their welfare. A law has been enacted to remove the civil disabilities from which Harijans had suffered for centuries.

We started with great hopes of establishing big industries in this State but national and international factors supervened to frustrate our hopes. The only industry of any importance which we are yet in a position to establish is a Superphosphate factory for which preparations are complete. We are now however, laying the greatest emphasis on cottage industries and we expect results in the fourth year of freedom.

There was a school of thought in Bihar as elsewhere which believed in running a democratic State through an army of bureaucrats controlled from the top and ruling over every village. We do not subscribe to that school. We hold firmly to the conviction that

decentralisation and self-government in the smallest possible units are the very essence of democracy. We believe that local bodies, such as District Boards and Municipalities, should have more power and initiative, and we have, accordingly, enacted legislation to give them greater powers of taxation, and to abolish the system of nominations to District Boards. At the beginning of 1949, we put in force the Bihar Panchayat Raj Act, 1947 with the object of reconstructing village life on the basis of self-government. We have been proceeding slowly so far, but building a solid structure. A panchayat is kept on probation, and only when it is found to possess a collective will, and to be imbued with a truly constructive spirit that it is given official imprimatur under the Panchayat Raj Act. The total number of panchayats, including those on probation, is only about 2,000 so far; but their quality is indeed heartening. Not a single election to a panchayat has been marred by a breach of the peace, and the great majority of the panchayats have been totally free from factionalism. We have, therefore, decided to go forward more rapidly now; and our annual expenditure on panchayats will hereafter be about Rs. 40 lakhs.

The first three years of freedom have been years of tremendous activity, and of some solid gains; and if there is yet disappointment and frustration, the reasons are not far to seek. A major portion of our energy has been absorbed in, what I would call, foundational matters; in maintaining peace, and preserving and consolidating the new-born freedom; in fighting the forces of disruption; in establishing the rule of law, and orderly administration; in building up the finances and the cadres essential for a forward move. And the foundation even of the most imposing structure is not im-

posing But the foundation must be well and carefully laid if it is to support the structure that is to be built upon it. I think I can claim in all humility, that we have laid our foundations well I have said that these three years have been a period of tremendous activity But the activity has been distributed over numerous spheres, and with this dispersal of effort disappeared chances of spectacular results in any sphere But the dispersal was inevitable There is no side of our life which did not need urgent attention, nothing could be neglected without serious peril We have to make up for the neglect of centuries, and in the life of a nation three years are a short period But I look to the future with confidence With internal peace assured, and freedom secure, we can go ahead and build a fine Welfare State

# BOMBAY

(B. G. Kher.)

**D**ESPITE the formidable handicaps and difficulties left behind by the former regime and thrown up by the post-war years, the Bombay State, during the three years of freedom, could claim to have achieved a great deal in the sphere of administration and socio-



economic progress. While it is not possible to describe even briefly all the features of this achievement, the following few lines indicate the pattern of reform, rehabilitation and constructive work of the Government.

The Government launched a number of 5-year schemes in the various departments of nation-building activities. Most of the schemes were introduced in 1947 and a few more were added subsequently. The following figures of allotment should give one an idea of the size and importance of the schemes:

## Head of Development Abstract

(Figures in thousands of rupees)

Name of the scheme	Total 5-year allotment
Electric Grid	6,75,00
Major Irrigation	6,33,33
Agriculture	7,78,20
Veterinary	43,06
Forests	82,29
Cooperation	93,19
Tenancy	40,00
Cottage Industries	37,52

Land Records	64,79
Minor Irrigation	1,00,00
<i>Ahar</i> Lands	20,00
Education	13,21,76
Medical	5,25,08
Public Health	1 08,64
Public Health Projects (Muncy Work)	73,32
Public Health Projects (Govt Works)	1,50,22
Village Water Supply (Muncy Works)	2,21,09
Village Water Supply (Govt Works)	
Town Planning and Valuation	4,00
Industries	42,19
Fisheries	30,78
<i>Labour and Labour Welfare</i>	1,76,63
Housing	4,00,00
Roads	5,00,00
Buildings	3,00,00
Other Schemes	50,83
Nationalisation of Road Transport	4,00,00
Backward Classes	09,09
Milk Supply	3,00,00
Sarvodaya	1,00,00
	<hr/>
	73,60,84
	<hr/>

### Education

Top priority has been given to education in the State and large expenditure was incurred on expansion and development of education of every type although attention is concentrated on primary compulsory education for the masses. The figures of expenditure on education are Rs 12,00,00,773 in 1947-48, Rs. 8 01,94,960 in 1948-49 and Rs 11,28,56,000 in 1949-

50; and Rs. 12,37,36,000 have been provided for in the budget for 1950-51.

Compulsory primary education is being introduced throughout the State. Secondary education has been reorganised to fit in the Government's policy and conform to changed conditions. Considerable expenditure has been incurred over grants-in-aids to educational institutions including those of collegiate training, scholarships and freeships, development of Government engineering, medical and technical training and agricultural colleges and schools.

Training of primary teachers, training in crafts, physical training education, art education, holiday camps for teachers and students, social education, visual education, establishment of the three regional universities for Maharashtra, Gujarat and Karnatak, all make their claims on available resources. Particular attention has been paid to the development of industrial and technical education. A State-wide library organisation has been built up and special attention is paid to establish libraries in rural areas.

The reorganised Directorate of Archives has been carrying on research into historical archives and looks after historical monuments outside the jurisdiction of the Central Archaeological Department.

### Agriculture

A number of schemes have been successfully worked out for reclamation of waste land, distribution of improved seed and manure, compost making, construction of irrigation wells and lift irrigation as well as minor irrigation.

The agriculturists have been helped to improve production and various facilities have been given to



them. Agricultural pests and diseases have been controlled and insecticides have been subsidised and supplied with iron, steel, cement and other raw materials at subsidised and reasonable prices. Cultivation of potato and vegetables has been encouraged and a long range scheme has been introduced for the purpose.

The Agriculture Department has been expanded to increase training facilities through the agricultural colleges and schools as well as demonstration centres. The number of veterinary dispensaries has also been increased and reorganised as part of the programme of improvement of live stock in the State particularly with breeding operations and subsidised breeding stations. Poultry, sheep-breeding and dairy development have also been encouraged with appropriate schemes.

### Roads and Irrigation

The first 5 year programme of road works was approved by the Government at a cost of about Rs 10.29 crores. The works comprised construction of hundreds of miles of roads and bridges.

The Deccan canals system with the capital outlay of Rs. 9 crores is maintained departmentally. 16 major irrigation works have been approved and canal projects that could irrigate from thousands to lakh of acres under each project are in progress. They include the Meshwa, Gangapur, Ghataprabha left bank, Mai Ranand and Kakrapur canal projects covering various regions in the State.

An amount of Rs 2 crores was sanctioned for a programme of public buildings including those for office and residential accommodation.

## Electric Grid

Five works under the scheme of electric grid have been in progress throughout the State and some of them have been completed. Three towns in Ratnagiri district are having electricity generated and supplied to the population. The Government has decided to have a thermal station at Chola near Kalyan at a cost of Rs. 387 lakhs.

## Water Supply and Drainage

The Government pays grants of 33—1½%, and 60% of the cost of water supply and drainage works to the various types of municipalities and local bodies. The Board of Public Health has examined and sanctioned various schemes costing lakhs of rupees in the State including the merged areas. The various government and municipal schemes involve a cost of Rs. 1315.24 lakhs.

## Medical Service

During the last three years, the standard and scope of medical service in the State have been improved considerably as a result of the various measures adopted by the Government.

In addition to maintaining several big hospitals and training colleges and schools throughout the State, a number of schemes of district health organisation, medico-cum-propaganda units, mobile hospital units and rural medical relief system with the help of subsidised medical practitioners have been worked out with success. Colleges of nursing have also been opened in different cities and encouragement is given to training in nursing.

The modern organisation for manufacturing not only sera and vaccines but also very important drugs

has been set up and expanded at the famous Haffkine Institute. The Ayurvedic and Unani Tibbi systems have been recognised and training and practice in these systems of Indian medicine have been regulated and improved. Grants in-aid are paid for leprosy relief.

Anti epidemic units anti malaria operations and maternal welfare centres are the other activities that have been responsible for effective control of periodic epidemics and the scourge of malaria which is found to be amenable to the DDT spray techniques. Extensive health propaganda was also carried on particularly in rural areas.

### Prohibition

Complete prohibition throughout the Bombay State has been enforced from April 6, 1950.

It was the culmination of the Government policy of total prohibition through progressive stages. The entire policy had been based on the past experience and local conditions.

Extensive educational propaganda had been carried on with all publicity and mass contact media. Recreation and counter-attraction centres have been established for former addicts. The persons in the liquor trade thrown out of employment are being helped and rehabilitated in alternative trade and occupation, and relief has been organised for them and their families.

### Municipalities

In addition to adopting measures for improving municipal administration, legislation was passed to extend the jurisdiction of the Bombay Corporation. The Poona and Ahmedabad Corporations have been established. The local bodies in merged areas were also reorga-

nised. Municipalities have been given subsidies for construction of houses and facilities for sale of land etc. for Harijan employees.

### **Village Panchayats**

Every village with a population of 1,000 or over is having and is to have a village panchayat. There are at present 3,500 panchayats. The panchayats have also been given powers and sources of revenue and control of government properties like land etc. The panchayat movement has gained considerable popularity and people are being trained in local self-government.

### **Sarvodaya**

The Government has provided for Rs. 1 crore for Sarvodaya plans for a period of four years. A conference was held in Bombay to discuss the general policy. Regional centres have been established and training has been imparted to workers. Sarvodaya centres are to be established particularly in backward areas.

### **Backward Classes**

The Government has been making every effort to help the social, economic and educational progress of the backward classes. Grant of freeships, scholarships and various concessions, preference in government service, grant of small contracts etc. and various welfare benefits are extended to these classes.

### **Fisheries**

The Government has been extending every kind of help to fisheries development. Encouragement and aid are given to fishermen's co-operative societies, and fisheries schools are run for training fishermen's children in modern methods of fishing. There are at present 10 schools, and new schools are intended to be established.

The conditions of production and distribution of fish have improved considerably and thus contributed to the improved production of food

### **Labour**

The Bombay State has fulfilled the pledges given to the industrial worker of securing for him a minimum wage decent standard of living and hours and conditions of work in conformity with acceptable standards and suitable machinery for settlement of disputes

A number of legislative enactments passed guarantee security and protection to labour They amend the factory law provide for arbitration conciliation and settlement of disputes by industrial courts and tribunals The machinery set up by the Government has functioned efficiently and contributed to the wage increase payment of bonus and safeguarding of the rights and interests of the workers including office workers like bank clerks A large number of industrial disputes have been settled and consultative and advisory committees have been established to avoid disputes strikes, etc

A large number of welfare centres have been established in industrial cities They offer facilities of recreation and instruction to workers and their families

### **Housing**

The Government has earmarked Rs 55 crores for direct construction of houses 5,344 tenements have been constructed and 2,776 more will be constructed during the current year Housing cooperatives are helped with facilities for sale of land loans supply of materials etc Housing activity is also encouraged in various ways

### **Parks and Gardens**

The Department of Parks & Gardens has been developing the Kanheri National Park situated at a dis-

tance of 20 miles from Bombay City. The Park covers an area of about 5,000 acres with a picturesque setting. Tourists' cabins and hutments are provided for the use of visitors and a swimming pool is under construction here. Playgrounds and an open air theatre will also be established. The Government wants to develop natural beauty spots and public parks throughout the State. The Department is entrusted with the development and upkeep of government gardens, nurseries, etc. It also offers advice to and prepares layout plans for government departments and local bodies.

### Cooperation and Cottage Industries

The cooperative movement has registered considerable progress in the State and the Government has been extending every encouragement and aid to establishment of agricultural and multipurpose as well as credit cooperative societies.

The construction of government warehouses and establishment of marketing and credit organisation are found highly useful and beneficial by the agriculturists.

### Civil Supplies

The civil supplies organisation of the Government has been enforcing controls on essential commodities and maintaining the rationing system. It has also been entrusted with levy procurement of cereals which has proved highly successful in this deficit State.

The 'Bombay Milk Plan' comprises a number of ambitious schemes. The model Aarey Milk Colony established near Bombay City in 1947 stables cattle removed out of Bombay City. Pure milk is transported from Kaira district and distributed in the city. Encourage-

ment and help are extended to cooperative milk production and a farm for salvage of dry cattle is also maintained departmentally

### States Merger

The integration and merger of former Indian States brought to the State an area of 38,405 square miles and a population of about 83 47 000 (on the basis of 1941 census) The administration in the former States was brought in line with that of the State The educational institutions in the States had also to be taken over Despite the difficulties of the situation and the strain on the Bombay State's resources involved, the work of assimilation has been completed

### Displaced Persons

A survey carried out by the State Government showed that there were 2 58 000 displaced persons including 1 68,151 living in 13 government relief camps

Since then, the rehabilitation of the displaced persons has proceeded progressively The Ullasnagar township was established at Kalyan near Bombay and similar townships are to be established at several places 8,550 houses for displaced persons have been either completed or are under construction.

The Government reserves 20% of posts in Government service for displaced persons, and students get facilities in educational training A large number of families are settled on land Vocational training is imparted at the Kalyan Centre established and equipped at a cost of Rs 5 lakhs, and training in cottage industries is also imparted in some places

### Police Administration

That the echo and repercussions in Bombay State of the tragic events in the country following the partition

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did not assume the dimensions they did elsewhere should demonstrate the efficiency of the entire police administration. Any communal and other disturbances that broke out were curbed effectively and the Communist violence and incitement in some areas of the State were also controlled.

The police department was reorganised with a view to increasing its utility and efficiency. A drive was carried on to eradicate corruption and other malpractices and special units were raised for combating anti-social practices like blackmarketing, bribery, etc.

The Government has been paying special attention to the problems of juvenile delinquency. A special department supervises the administration of remand homes and reformatories maintained to reclaim delinquent children.

Jail reform has been introduced to reclaim the convicts and enable them to settle down as useful citizens. The stigma of 'criminal tribes' has also been wiped out and members of the so-called former 'criminal tribes' are enabled to live honestly and peacefully.

### Legislation

The large number of legislative enactments passed have brought considerable relief to long-exploited tenantry and victims of rural indebtedness as well as other sections of the population. The tenancy reform and elimination of money-lenders, removal of social disabilities imposed on Harijans, prevention of fragmentation of lands, development of khar lands, reorganisation of criminal and civil justice in the interest of rayat, protection to labour and other employees, village panchayats, eradication of prostitution and embargo on excommunication by sectarian authority are some of the few measures of outstanding socio-economic importance.



The comparative position of actual expenditure as between the pre-war year 1938 and year 1946-47 when the present Ministry assumed office and subsequent years, reproduced below should indicate the pace of progress

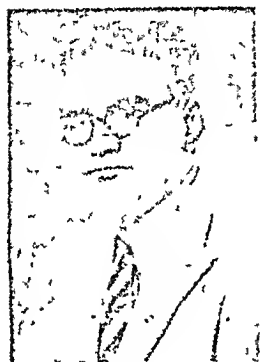
	1938-39	1946-47	1947-48	1948-49	1949-50
	(Expenditure in thousands of rupees)				
Education	1 91 25	4 33 24	6 27 08	8 25 10	11 84 66
Agriculture & Veterinary	18 93	2 62 80	2 73 80	3 20 13	5 29 8
Irrigation (Including Minor Irrigation)	26 16	51 92	64 69	1 37 70	3 12 28
Cooperation (Including Village Industries)	6 14	11 40	50 61	63 36	1 05 03
Industries (Including Fisheries)	8 92	8 6	27 83	43 64	53 73
Housing (Including Labour)	4 91	10 64	16 14	24 17	32 31
Medical Relief & Public Health	75 15	2 10 37	2 60 53	3 63 67	5 22 11
Electricity	Nil	6 3	24 94	46 46	2 46 46

The per capita expenditure on development schemes in Bombay State has been the highest in the country with an outlay of Rs 17 13 6 per head of the population. Similarly, Bombay State incurs the highest expenditure on education among all the States and the per capita expenditure on education also is the highest. Bombay occupies second place among the various States in respect of provision of funds for agriculture as well as medical relief and public health.

# HYDERABAD

M.K. Vellodi

**T**HE INDIAN TROOPS moved into Hyderabad State on September 13, 1948, and a Military Government, headed by Major-General J N. Chaudhuri, was set up. With the assistance of a team of civil administrators the whole administration of Hyderabad



was taken over. Disruptive and anti-social elements were brought under check. The fear of insecurity was eradicated. This Government as well as the Government which succeeded it with Sri M.K. Vellodi as Chief Minister had before it manifold tasks. The maintenance of law and order, which was threatened

by the Communists was of prime importance. Feudal system had to be wiped out and absentee landlordism abolished. Labour conditions had to be improved and the industrial set-up of the State overhauled. Above all, democratic system of Government had to be established

## Communists

Conditions previous to the Police Action were such that the Communists got the opportunity to dig their roots deep in Nalgonda and Warangal districts. They had organized themselves thoroughly to conduct their nefarious activities. Special administrative arrangements had, therefore, to be made to deal with them. A senior officer of the Government of India has been appointed, with vast powers, to bring their activities to an end. He is being assisted by the Army and Police

## End of Feudalism

The poverty of the peasantry, because of the feudal system that prevailed was a dominant factor in favour of the Communists. Without putting an end to this system, poverty of the people and the power of the Communists could not be successfully overcome. The first blow therefore at the citadel of feudalism in Hyderabad was the taking over of the Sarf-e-Khas lands from the Nizam. It was followed by the abolition of the Jagirdari system itself. The area of the Sarf-e-Khas land was 8 109 square miles and that of the jagirs was 24 141. Together it covered 41.5 per cent of the whole area of the State.

The next measure in the fight against rural poverty and also against the pernicious influence of the Communists was the adoption of steps to abolish absentee landlordism. On June 10 1950, the Hyderabad Tenancy and Agricultural Lands Act was enforced. Under it all tenants actually cultivating agricultural lands on that date have become protected tenants. They have the right to purchase their lands at a reasonable price.

The maximum holding has been fixed as ten times an economic holding that is one that yields an income of Rs 150 per month. Pre-emption rights have been granted to all tenants and their privileges have been enlarged. No landholder can charge rent exceeding one-third of the value of the crop in respect of irrigated lands and one-fourth in the case of other lands. All disputes between landlords and tenants are to be decided by tribunals and all rights of "protected tenants" will be heritable and transferable. Absentee landlordism would finally come to an end on June 10 1953. After this date there would be no tenancies and no leases. No

landholder would have the right to hold land unless for personal cultivation.

## Labour

The Government of Hyderabad's interest in the welfare of the labour has been responsible for the appointment of a Labour (Factory) Investigation Committee in June 1949. The report of this Committee embraces a vast field of labour welfare, and Government have accepted its recommendations with slight modifications. In addition to this, the Minimum Wages Bill and the Industrial Disputes Bills have been recast on the lines of the corresponding enactments of the Government of India.

The Hyderabad Civil Procedure Code (Amendment) Regulation and the Hyderabad Land Acquisition Act (Amendment) Regulation have been enforced. The first of these Regulations makes the entire amount of the wages of workers and domestic servants exempt from attachment. The other enables companies and industrial establishments to acquire land and to build labour colonies and for other constructional purposes beneficial to workers.

The Trade Dispute Order has been amended to enable members of registered trade unions to appear before the Board of Conciliation. The number of registered trade unions has increased, during the last two years, from 17 to 105.

## Commerce and Industries

The Hyderabad Government has paid special attention to the development of cottage industries. Schemes

for the development of handloom, hand-spinning and woollen industries have been implemented Monetary assistance has been given to poor artisans to enable them to purchase machinery, implements and raw material

An organization has been set up to provide marketing facilities for the products of cottage workers It has succeeded in creating demand, not only in India but in foreign countries as well, for products peculiar to Hyderabad such as Himroo fabrics Pathan gold borders, Bidri-ware, etc

An investigation into the condition of the large scale industries in Hyderabad was made In many of them Government had invested heavily and was justifiably anxious to know whether they were in a healthy and sound condition It was found advisable to take over the managing agencies of some of the concerns Accordingly, the control of the managing agencies of the following concerns was vested in the Industrial Trust Fund. Azamjahi Mills Ltd, Osmanshahi Mills Ltd, Nizam Sugar Factory Ltd, Praga Tools Corporation Ltd, Singareni Collieries Co, Ltd, Taj Glass Works Ltd, Sirsik Ltd and Sirpur Paper Mills.

### **Towards Democracy**

Preparation of electoral rolls on the basis of adult suffrage has been nearly completed Hyderabad along with the rest of India, will elect its Legislature some time in April or May 1951

In May 1950, H E H the Nizam on the advice of his Chief Minister nominated the following to fill the 16 seats allotted to the Hyderabad State in the Indian Parliament: Dr. Chenna Reddy, Sri G. Ramachari, Sri

Kashinath Rao Vaidya, Sri Pannalal Pitti, Sri Jamalapuram Keshav Rao, Sri S. V. Naik, Sri K. V. Ranga Reddy, Sri Anna Rao, Miss Padmaja Naidu, Sri Harishchandra Heda, Mr. Abdul Hasan Syed Ali, Mr. Baquer Ali Mirza, Sri J. H. Subbiah, Sri Arige Ramaswamy, Sri Puli Ramaswamy and Sri Maneklal Gupta.

Because of the peculiar position of the Hyderabad State Congress which was neither in office nor could constitute itself as an opposition to the Government of Hyderabad, nominated as it was by the Government of India, it was considered fit to associate in some measure the State Congress with the Hyderabad Government. On June 12, 1950, the following four nominees of the State Congress were appointed to the Hyderabad Cabinet:—

Sri B. Ramakrishna Rao, Sri Vinayakrao Koratkar

Sri Vallur Basava Raju, Sri Phoolchand Gandhi.

# JAMMU AND KASHMIR

(Sheikh Md Abdullah)

**T**HE State of Jammu and Kashmir occupies a unique position in the sub continent of India With an area of 84,471 square miles between 32 17 and 36 58 North Latitude and 73 26 and 80.30 East Longitude the borders of this State meet not only India and Pakis-

tan but also Soviet Russia, China and Afghanistan With the division of the Indian Sub-continent in August 1947 into India and Pakistan Kashmir which had boundaries contiguous to both was put in a peculiar position It was free under the Indian Independence Act to join either of the two newly created dominions or to remain independent The State had not yet made its choice when Pakistan attempted to annex the State



by sheer force of arms. While the people of Kashmir and their representative organization, the All Jammu and Kashmir National Conference as well as the Indian National Congress and the Government of India took the stand that it was the right of the people of Kashmir themselves to make the choice the Government of Pakistan and the Muslim League conceded this right to the Prince Accordingly the Pakistan Government attempted to effect accession of the State to that dominion at first by persuasion and negotiation with the Maharaja directly This was followed by coercion by

means of forcing an economic blockade. Finally they had recourse to naked aggression of the State towards the end of October 1947.

The ideal set by the people of Kashmir consistently before themselves was to secure freedom from the shackles of autocracy within the State first and then to make the choice as free people for accession—one way or the other. Thus, while on the one hand the Prince would not part with power, on the other hand Pakistan would have the people of Kashmir subjected to its authority as well. So there was only one hope left for the people of Kashmir and that was to look forward for help to Indian National Congress and the Nationalist Government of India, which had all along supported the Kashmir people's struggle for freedom and also stood by them vindicating their basic rights, in this hour of crisis. It is not easy to imagine under what abnormal circumstances the present administration assumed power. The grim background of 1947-48 should be taken into account in assessing the achievements of the present Government.

The Maharaja's administration completely collapsed as a result of the Pakistan-sponsored invasion. The people of Kashmir and their representative organisation—National Conference—were faced with the problem not only of arranging their own defence against the foreign onslaught but also of starting the whole administration from scratch. So, reorientation was given to the remnants of the administrative machinery which was set going by creating new institutions to meet the exigencies of time.

On the 5th of March, 1948, a regular National Interim Government was formed to carry on the adminis-



trative responsibilities of the State. This government is pledged to have

- i the entire territory of the State restored to lawful Government and liquidate the so called "Azad Kashmir Government" and its forces,
- ii rehabilitated all those persons of the State who have left their places of residence after the raids and consequent disturbances,

and

- iii an Assembly set up on the basis of general adult suffrage which will draw up the Constitution for the people of Kashmir

It must be admitted that the realization of this ultimate goal is far from achievement yet. The reason for non achievement of this goal can be safely attributed to the indifference of Pakistan authorities towards the legitimate aspirations of the people of Kashmir, whom they would annex with themselves throwing all cannons of democracy and freedom to winds. Were it not for the intransigence of Pakistan which in the beginning straightaway denied its hand in the aggression on Kashmir, and later admitted that it had the overall command of all the forces operating in the so called Azad areas the ground should by now have easily been prepared not only for ascertaining the wishes of the people as to their accession to India or Pakistan, but also for drawing up their own Constitution.

The disturbed conditions however, did not deter the Government to implement popular measures calculated to render much-needed relief to the oppressed and poverty-stricken people. It was towards the middle of the year 1944 that the All Jammu and Kashmir National

Conference laid before itself the ideal of "New Kashmir". From soon after taking over the reins of administration, it has been the endeavour of the Government to redeem the pledges given by her to the people. The first important step which the Government has taken is towards the securing of freedom of the peasant from the shackles of a parasitic class of feudal lords, called Jagirdars, in common parlance. These Jagirdars were created for the first time during the rule of the Moghul Emperors and patronized by the subsequent ruling classes. This system of Jagirdari received a further impetus during the last regime when additional Jagirs were created and holders thereof were granted fresh concessions and privileges. Where previously the absentee landlord would get a share of one half or more of the produce, three-fourths of it now go to the tiller of the land. The tiller has not only obtained economic relief but has also received even more in the removal of the economic indignity and spiritual and social evils bred up by the serf-landlord relationship, that existed for centuries in this land.

In order to bring about a fundamental change in the productive relationship in agriculture, the Government has recently passed orders which seek to implement the policy of transferring land to the actual tillers. The main features of this Agriculture Plan are :—

1. Existing proprietors who own more than 160 Kanals of land shall, subject to other conditions and limitations, retain and hold—

(a) a unit of agricultural land not exceeding 160 Kanals,

(b) an area not exceeding 8 Kanals for residential use or for purposes of vegetable gardening,

(c) a residential site actually under building at the present moment including a compound attached to such building not exceeding 4 Kanals in each case, and

(d) area under Bedzar or Safedzar not exceeding 10 Kanals

2 Any proprietor who owns more than 160 Kanals of land shall have an option to select the area specified in Article 1 within a period of one month from the date this order comes into force, failing which a Revenue Officer, not below the rank of a Tehsildar, shall allot him the said area

(a) All big orchards of a specified area shall be forthwith nationalised and shall become the property of the State and

(b) orchards other than these shall continue to be the property of the present owner

3 The right of ownership in land in excess of the area mentioned in Article 1 shall cease to vest in the present proprietor from the date this order comes into force

4 All the land from which the present owner has been expropriated shall be transferred to the tiller under whose cultivating possession such land is at the present moment

5 The tiller shall be the full owner of the land transferred to him

6 The tiller shall pay to the Government besides land revenue and other dues payable at present a special cess called the 'Land Development Cess'

7 The Government shall determine the rate of this cess and all income derived therefrom shall be credited

to the land Development Fund which shall be available for effecting improvements on such lands.

8. No proprietor or tiller shall transfer land or any interest therein without the previous permission of the Government.

9. Except so far as hereinbefore provided, no tiller or proprietor shall hold or retain possession of more than 160 Kanals of land.

10. The actual size of the holding of the tiller to whom land has been transferred under this order shall be finally adjusted in due course of time.

11. The Government shall appoint a Committee to determine the assessment and the method of payment of compensation for the orchards that are nationalised.

12. The Government shall pay to the proprietor who has been expropriated from the land under this order, the following amount until Constituent Assembly of the State is convened and the question of compensation is finally decided :—

(a) for the first year after expropriation an amount equal to  $\frac{1}{3}$  of land revenue of the land from which he has been expropriated;

(b) for the second year  $\frac{2}{3}$  of such land revenue; and

(c) for the third and subsequent years  $\frac{1}{2}$  of such land revenue.

Provided that

(i) the amount so payable shall not in any case exceed a sum of Rs. 3,000 per annum; and

(ii) no amount shall be payable on account of any area appropriated by the owner from Shamilat-Deh.

The food position in the State has been a matter of deep concern for the Government for a long time. The raids and consequent devastation resulted temporarily in the dislocation of the revenue machinery in a number of areas which gave rise to disruption in the collection of Majawaza (compulsory procurement of food grains). Measures were therefore adopted to procure paddy on monopoly basis so as to eliminate profiteering hoarding and black marketing by private agencies. For the first time many rural areas deficient in food grains, were put on rationing which consequently expanded to an enormous size embracing not only the urban and suburban populations but many rural areas refugees in far flung places as well as labour engaged in forward areas. Last year constant floods nearly brought about famine conditions but the Government promptly adopted measures to tide over the situation. Large quantities of food grains were imported from India and as the people could not pay the high prices that these food grains carried the Government had to pay a subsidy of nearly one and a half crores in order to make such rations available to the people at cheaper rates.

In order to rationalize agricultural production the Government has adopted such measures as are likely to assist in the extension of the area of cultivation as well as increase the productivity of the present cultivated land. Better seeds and manure have been introduced and widely accepted by the cultivators.

In the *Grow More Food Scheme* that was launched in 1948, care was taken to allot waste lands to landless peasants and in some cases they were induced to take to co-operative farming with encouraging results. As many as 1,85,583 Kanals of cultivable waste lands were

allotted during the year 1948-49 and in 1949-50, it was 49,547 Kanals. As a result of this drive, the increase in the produce of food-grains is estimated at about 2,00,000 maunds. Efforts are in progress to make available a further area of 1,50,000 Kanals in the valley of Kashmir.

An Irrigation Department has been set up to tackle the problem of irrigating dry lands and consequently ten old and new canals have either been restored or constructed. One of these canals, the Awantipore Canal which was completed at a cost of about Rs. 8,22,000, irrigates an area of 4,000 acres of land. It is expected that with the installation of necessary machinery, the canal can generate electric power sufficient for a large area around. Moreover, by lift irrigation, another 6,600 acres of land on the left bank of the Jhelum can be irrigated. The Sindh Hydro Electric-cum-Irrigation scheme will harness the water potentiality of river Sindh, which is a tributary of the Jhelum, to the service of the country. This will generate, 12,000 kw. of Electricity at Ganderbal for electrification of the Srinagar city and its suburbs and will also irrigate 1,500 acres of land by its 10-mile-long-lined canal. The scheme is expected to cost 1.6 crores and will be completed by the middle of the year 1955. To replace the present conduit at the Srinagar Water Supply Reservoir at Harwan, which has a capacity of 9,00,000 gallons, a new service conduit from Harwan Reservoir to Nishat Purification plant capable of delivering 12,00,000 gallons daily is under construction.

The Jammu and Kashmir University was established in the year 1948. It has held examinations up to Degree standard for the years 1949 and 1950 which have been

recognised by other Universities in India. A Text-Book Advisory Board set up by the Government selected various pannels of writers for preparation of new text-books in which the content has been correlated with General Science, Social Studies and what may compendiously be called the Spirit of New Kashmir. With a view to implementing the Government's decision to impart education at Primary Stages in mother tongue, the Kashmiri script has been perfected and given a shape--and for the first time in the history of the State text-books were written in Kashmiri in the year 1949 for use in schools. Educational institutions have been restarted in the liberated areas.

The Government has introduced a new structure of educational system the main features of which are four years' course for secondary education, which have two types of schools, ordinary and constructive, with agricultural technical and industrial bias suited to the needs of the country and its industry.

Infant schools have been re-organised at 60 different places. This was done to fight successfully against the wastage at the primary stage. These schools take the children at the age of 3 and keep them for 2 years. The method and technique of these schools are based on an Indianised form of Montessori system.

Recently the Education Reorganization Committee has recommended that the Government should check private enterprise in education as it generally encouraged the growth of denominational institutions where a healthy and progressive type of education could not be imparted. The Government is considering the taking

over of certain private schools in order to improve their standard. It has also under consideration methods of checking congestion of educational institutions in cities and towns so as to utilize the resources thus released for increasing the number of schools and colleges in rural and backward areas.

As a step towards this, two Intermediate Colleges have been opened in Anantnag and Sopore and an Intermediate College exclusively for girls has also been started in Srinagar.

A network of social education centres have been spread over the entire area of the State to educate public opinion in the ideology of New Kashmir. To start with 40 social education centres—20 for Jammu Province and 20 for Kashmir Province—have been started.

Self-governing institutions have been introduced in rural areas by throwing open the posts of village officials: viz: Lambardars and Zaildars to election on the basis of adult franchise, and constituting tehsil and district councils. Each district and tehsil in Jammu and Kashmir has been provided with a Council which acts in a supervisory and advisory capacity *vis-a-vis* the district and tehsil administration in each district and tehsil.

An idea of the strain to which the Department of Public Health was put can be formed from the fact that over one and a half lakh refugees were treated for various diseases and injuries inflicted upon them by the wanton atrocities of the raiders, and about two lakh vaccinations, injections, and inoculations given to keep them immune from various epidemic diseases. As a



result of the setting up of an Isolation Hospital an Epidemiological Laboratory and Mobile dispensaries the mortality rate figures appear to have dwindled a little this year. As a result of a campaign to register the cases of TB 10 000 cases were attended to. The B C G Campaign has also been started in the State with the help of the International Tuberculosis Organization. X-ray, Electro Therapeutic Electro-cardiogramme and Ultra Violet Lamps apparatus has been imported to equip the hospitals in the State.

The invasion of the country had brought the industrial life of the country to a stand still. In the case of the timber industry the forest lessees and their staff had fled away and the river transport available through the Jhelum and the Chinab to the rail heads at Jhelum and Wazirabad had fallen into the hands of the enemy. The lessees had suffered a loss of over two crores of rupees. The Government therefore granted remissions on unpaid royalties for the leases of the years 1946-47 and 1947-48 amounting over 75 lakhs of rupees. Motor transport was available at cheap rates so that the timber could be carried to the nearest new rail link at Pathankot within two or three days as compared to several months taken by floating. The industry has revived and today besides providing employment to a large bulk of people, the revenue to the State has increased to Rs. 55 lakhs from Rs. 29 lakhs in 1947. For the expansion of the Silk Industry, orders have been placed in France for fresh plants. The average monthly income of a weaver has increased to about Rs 100 now. The Drug Research Laboratory in Jammu is now the single Premier pharmaceutical concern which meets the needs of Northern India, though as a result of

the Partition Pakistan has stopped supply of alcohol, chemicals and other raw drugs. The Kashmir Industrial Arts Emporium which was set up soon after the formation of the present Interim National Government with branches at Amritsar, Delhi, Bombay, and Simla with a view to standardising the Kashmiri artisans' product and to find market for it, eliminating the middle-man altogether, has conducted a business to the tune of nearly 10 lakhs of rupees. The tourist industry which had ceased to exist, directly as a result of the invasion of the country by Pakistan, has been revived. A regular Department has been set up with representatives in different parts of the country to assist the visitors of Kashmir. All possible facilities are arranged to meet the requirements of the prospective visitors. There are now as many as 31 centres in India where permits for entry into Kashmir are issued. The result is that a permit for entry can be had in any principal city of India. There are first rate de-luxe tourist buses running at scheduled hours from Pathankot to Srinagar and back and between various health resorts and places of beauty. The Rest Houses and Dak Bungalows have been improved and all hotels and restaurants licensed. The results are encouraging. During the last two months about 5,000 visitors from different parts of the world have come here to enjoy the climate and scenic beauty.

The Supplies Organization was originally introduced during the last great war, but prior to the formation of the present national government, its activities were restricted to supervision of the distribution of controlled commodities imported in normal trade only. But now the Department has taken upon itself the task both of procuring and distributing all essential commodities.

The Co-operative organization has through its Sales-Depots ensured that all these commodities are within the easy reach of the population in each classified area for the purpose called Halqa. The Kashmir Valley Food Control Department which previously used to arrange procurement and distribution of paddy for only the city of Srinagar is now looking to the needs of the people in the suburbs and of the landless villagers.

Co operative movement has been introduced in the State with the object mainly of bringing the entire village life within its fold. Measures were taken to

- i scale down debts outstanding against members to the extent of their own repaying capacity,
- ii spread out the reduced debt over a number of years
- iii take surrenders of lands and lease them back to the members of the societies for cultivation,
- iv finance crops,
- v encourage repayment in kind,
- vi supply necessities of life

There are over three hundred multi purpose societies which attend to the distribution of the necessities of life. Co-operative societies have been organized for the finding of market for Kashmir Arts and Crafts.

There are about sixty industrial societies in the State. For the introduction of joint farming and joint village management Co-operative Collective Farming Societies have been organized.

A large number of vehicles plying between Kashmir and the Punjab were detained in Pakistan while a good number of them were moved out of the State due to

panic and many were rendered useless by enemy action. There was, therefore, a great danger of shortage of essential commodities owing to very few motor vehicles being fit for transporting. With the creation of Transport Department the transport situation improved considerably making for the availability of essential commodities, in particular during the winter season in 1948-49. This department with a fleet of about 500 vehicles of its own, has been running profitably ever since its inception.

There are now two Radio Stations in the State disseminating knowledge and information, and countering the false propaganda of the enemy. The Audio-Visual Publicity Organization has about four hundred centres in the State where Radio sets are installed to make facts known to the people of far-flung areas. Educational and other films are exhibited at different places.

A crore of rupees have already been spent on relief and rehabilitation works connected with refugees belonging to areas occupied by the enemy and those which have since been liberated. This is in addition to a sum of Rs. 42 lakhs provided by the Government of India for the re-settlement of refugees lying inside refugee camps. Besides provision of rations, medicines, blankets, clothes, etc. as gratuitous relief, the refugees have been granted interest-free loans for construction of houses, purchase of agricultural implements, etc. In order to relieve agriculturists, weavers of all kinds, Hanjis (boatmen), artisans and craftsmen, including embroiderers, manual labourers, of all kinds and factory labourers, an ordinance was issued last year ordering the stay temporarily of realization of debts. Now five Debt Conciliation Boards each consisting of one whole-time Chairman and five members from the Districts have been formed. These Boards will

help in amicable settlement between debtors and creditors and dismiss all claims in which one and a half times the principal has been paid

The present administration has had a stormy birth and ever since it has been battling against abnormal conditions. Its work has therefore, to be judged in the context of these conditions. The entire State was reduced to ashes as a result of the barbarous aggression and out of these ashes there has emerged the undying will of the people to change their destiny. Whatever progress we have been able to achieve has mainly been due to the unstinted support and ungrudging co-operation of our people. So far we feel we have travelled forward hopefully but our objective is still ahead. We have no doubt that once the cramping complications, in which we are hedged at present end, we shall grow from strength to strength till the ideals laid down in our Charter of Liberties, the New Kashmir, are achieved

# MADHYA PRADESH

(Pandit Ravi Shankar Shukla)

**T**HE Congress Ministry had been in office for a little under sixteen months when freedom dawned on the 15th August, 1947. There had been sad and bitter months when the country in general and the State of Madhya Pradesh in a smaller measure passed



through a grievous and bitter ordeal. The aftermath of a long and exacting war, the uncertainties of political change and the poison of communal hatred rendered the task of administration a perilous and anxious undertaking. Between the assumption of office in April 1946 and the birth of freedom in August

1947 the one all-absorbing concern of Government had been the preservation of orderly living and the stemming of the flood of violence that threatened to swamp the State. And even when the joy of Freedom lit the faces of men they were soon overcast by fierce orgy of blood, brutality and tears that stained that great dawn. Therefore, the first task which called for the utmost effort of Government and unrelenting watchfulness, was that of survival, of preserving the stability and security of the country. This had to be achieved first, and ensured, before the vast undertaking of reconstruction and nation-building could be thought of. The story of the last three years is therefore a two-fold one: the relentless maintenance of peaceful and decent existence for all classes of people on the one hand, and at the same time the steady, undeviating pursuit of these large and

abiding objects of social justice, economic prosperity and wholesome living which are the ends of democratic government.

It is not necessary to dwell at length on the former, what may be called negative aspects of government's activities. Suffice it to say that the comparative tranquillity enjoyed by this State, while the tragedies of Noakhali and Bihar and the horror of Mahatma Gandhi's assassination shook the foundations of the country, was due to the unflinching and far-sighted measures taken by Government. The police force which had been depleted of many senior officers had to be augmented; special emergency powers had to be exercised; the newly-created Home Guards as yet untried and inexperienced had to be employed on a vast variety of tasks ranging from the major action against Hyderabad to the sanitation of a village. It is a matter for profound thankfulness that we came through the ordeal unscathed. Looking back upon those sleepless and anxious days one even feels that perhaps adversity has its uses. The common dangers faced and overcome in which the police and the Home Guards played such a memorable part did in some measure bring the people and the police together and had bridged the gulf that in the past divided the two antagonistic groups. Besides, a new squad of police called "May I help? Squad" posted at railway stations and other public places to help passengers, and the rural reconstruction work organised by the Home Guards, helped to humanise and make popular what in the past had been the symbol of oppression. It can thus be said that in the first formidable task of preserving the moorings of the State intact, and facing the storm courageously, we were fortunately successful.

## Integration of Chhattisgarh States

At the same time, a great and historic reform was accomplished by the integration of the fourteen Chhattisgarh States with Madhya Pradesh, on the 1st January 1948. Thus the territories which geography intended to be one were unified politically. The representatives of the integrated areas now sit in the Legislature, three new districts have been formed out of these States, and the administrative system has been brought in line with events to realise the full significance and ultimate benefits of this achievement. In times less crowded with great events, this one achievement would be enough to immortalise the age. A territory of 31,750 square miles with a revenue of about Rs. 2 crores and a population of about 30 lakhs, was added almost overnight. All the benevolent laws and institutions have been extended to these regions, and the advantages of democratic government are now within their reach.

## Local Self-Government

The positive and constructive reforms that have been attempted during the last three years are of two kinds—those that are intended to remodel the administrative structure and machinery and adapt them to new purposes, and those directed to national development so as to enable the people to live a fuller and more fruitful life.

Among the structural reforms by far the most significant is the new system of local self-government in which the tahsil or *janapad* is to be the centre and unit of administration. The old divisional administration was found to be an unnecessary bottleneck in the disposal of work which, whatever its justification in the past,



had become superfluous in the context of decentralised local administration which Government had adopted as the objective. Therefore, both as a measure of economy and of simplification Government abolished the office of Commissioners in the four divisions of the State. The main feature of the new system is to invest a collection of villages covering a tahsil or taluq roughly of an area of 1,500 to 2,000 square miles with all the functions and powers of a self contained autonomous unit of democratic administration. The first stage of this reform was introduced on the 1st July 1948 in the districts formed by the integrated states and on 15th August 1948 in the other districts when *Janapad Sabhas* were formed at each tahsil consisting of twenty to forty representatives of the people functioning through six standing committees—Finance, Public Works, Education, Agriculture, Public Health and Development—each under a Chairman and assisted by the officer of the department concerned working in the tahsil. A number of government functions affecting the *janapad* area have been delegated to it which the *janapad* will carry out as the agent of the State Government. The senior executive officer of Government in the tahsil will be the Chief Executive Officer of the *janapad* and will function as its Secretary. Thus under this system there will be in each tahsil an autonomous deliberative body (*Janapad Sabha*), small executive committees (standing committees) and an experienced Chief Executive Officer, (the Sub Divisional Officer) who assisted by the other departmental officers in the area will lend their knowledge and experience to the service of the *janapad*.

At the village level *Gram Panchayats* have been formed in every village with a population of not less than 1,000. These unlike the old *panchayats* are en-

trusted with all forms of collective activity in the village, social, political and economic, directed to the benefit of the country. To perform the judicial functions of the *panchayats* a new body has been established at convenient centres called *Nyay Panchayats*, the members of which are selected from the *Gram Panchayats*, within its jurisdiction.

Thus the first stage in this remarkable experiment in the fundamentals of democracy was completed. As a logical sequel to this I announced in the last session of the Assembly that the *janapad-tahsil* administration would be further strengthened and made autonomous by transferring to it most of the functions now discharged by the district administration. For the sake of convenience and economy a few minor *janapads* would be linked to adjoining major *janapads* resulting in 57 groups of *janapads* in the State each of which will now be, in a very large measure, a complete unit of administration. The Chief Executive Officer of each of these major *janapads* is to be invested with the powers of the Additional Deputy Commissioner and the Additional District Magistrate. He will exercise administrative control over all departmental officers of Government posted in his area, and will be the principal co-ordinating authority for the activities of all the departments. This second stage was inaugurated on the 1st July 1950 thus taking the principle of gradual decentralisation of the functions and powers of the Government a step further. Ultimately each of these *janapads* will become a replica of the State Government within its own respective area, a self-governing unit within the frame-work of State administration associating the people of the regions in the actual task of governance as it affects them in their daily life. This will be the final stage in this important

reform. Thus alone can the spirit of democracy permeate from the centre to the remotest villages bringing new life to the entire social and political structure.

Yet another momentous measure intended to transform the administration is the separation of the judiciary from the executive, the first step towards which was taken on the 1st July 1950. At the *janapad* headquarters Judicial Officers called Judge-Magistrates have been appointed who are completely dissociated from executive duties and will try all first-class cases under the Indian Penal Code. These officers are not to be under the control of the Chief Executive Officer but are subordinate to the District Magistrate. Thus a beginning has been made to implement the directive issued by Article 50 of the Indian Constitution, and it is hoped that further separation of the two functions at all levels would be progressively brought about, thus creating in the State an independent judiciary which is the *sine qua non* of free democratic government.

### Education

Side by side with these far-reaching structural reforms Government have pursued a number of constructive and developmental schemes with the object of providing the common people with the essentials of a full life. Among the foremost of these is the campaign to make the adult citizen who is the ultimate basis of a free State, conscious of his duties and responsibilities and enlightened in the exercise of his privileges. The Social Education Scheme launched in the summer of 1948 is aimed at eliminating the most dangerous factor in an independent country, namely the ignorant voter and bringing the light of knowledge and awareness in the homes and villages of the State. By running periodical

camps in numerous centres, by testing the result at the end of each camp, and following them up with the dissemination of suitable literature, it has been possible to redeem nearly 5 lakhs of adults, about a fourth of whom are women, from illiteracy. All the modes of mass education—the press, the radio, the film and travelling vans—are used to prevent any lapse into illiteracy, and all the media of recreation—the folk songs, village dramas, bhajan parties—are employed to make the process of education pleasing and enjoyable. The results so far achieved are both conspicuous and encouraging, and in the next few years, the monster of ignorance would be routed from this State.

Equally significant is the step taken by Government to provide, as directed by Article 45 of the Constitution, the facility for free primary education. To overcome the colossal financial difficulty involved in such an undertaking, I had started a scheme popularly known as the Vidya Mandir Scheme as long ago as 1937. During the administration under Section 93, this scheme suffered an eclipse. But now the scheme has been revived and 42 centres have been opened where, in co-ordination with Agriculture, Cooperation and Education Departments, Vidya Mandirs are working. Government are closely watching the progress of this scheme, and if it succeeds it would open the way for an effective and economical instrument of free primary education.

In the sphere of higher education the opening of the Engineering College at Jabalpur, the Medical College at Nagpur and an institution for Ayurvedic Medicine mark important steps in the progress of the State. A special feature of the Medical College is the opening of a short three year-course for rural medical practi-

tioners which would quickly turn out the personnel sorely needed in our villages.

### Grow More Food Scheme

If education provides the spiritual sustenance, it is agriculture that gives material food to the millions. A series of events dating back to the tragic Bengal famine of 1943 has made the problem of food a grave and overwhelming issue throughout the country. Though the soil and climate had endowed this State with a sufficiency of food which in the past placed us beyond peril, the overall shortage in the country and the vagaries of weather made it imperative to increase production through every possible means. Government, therefore, undertook the Grow More Food Scheme vigorously by the utilisation of waste land, increase of irrigation facilities, distribution of better seeds, and the distribution of manure and fertilizers. By employing tractors for breaking up *kans* infested land and adopting mechanical means for deep ploughing by making it compulsory to cultivate fallow land, nearly 2 lakh acres of land have been brought under cultivation producing nearly 50,000 tons of extra food. Manure and fertilizers distributed through various agencies and the utilisation of compost prepared by local bodies have been responsible for a further increase of nearly 45,000 tons of food. By the distribution of better seeds and rust tolerant varieties of wheat the increase in yield has been about 50,000 tons. Thus the Grow More Food schemes have so far succeeded in adding about 15 lakh tons to the production in this State. A number of minor irrigation schemes such as renovation and digging of tanks and wells, have also helped in increasing production. At the same time Government have appointed an expert body called the

Agricultural Policy Committee to examine agricultural research and education, improved methods of cultivation, animal husbandry and other aspects of this vital industry. After touring various agriculture centres in the country the Committee has submitted an interim report. In the light of its final recommendations measures will be taken to increase the yield of the land, and add to the prosperity of the nation. Towards making the country self-sufficient by the end of 1951 the contribution of this State has not been inconsiderable

### Power Projects

Government realise that the State is singularly blessed with vast natural and mineral resources which could be utilised for large-scale industrial development. But it is first necessary to provide abundant and economical electric power without which no industrial scheme can make much headway. Therefore, a Central Thermal Station is being erected at Khaperkheda which is expected to start supplying power before the end of 1950. It has an immediate installed capacity of 30,000 kw. which is capable of further expansion up to 60,000 kw. This station will be able to supply power to most of the industrial areas lying between Nagpur and Akola. A second Power Station is being put up at Chandni in the premises of the new paper mills, forming part of the Southern Grid System, and inter-connected with the Khaperkheda Station. Similarly a Northern Grid is expected to develop the Jabalpur and Katni areas while the Eastern Grid will cover the eastern districts with a Pilot Station at Raipur.

Along with the utilisation of this power for running the large industries in the State, a plan has also been

-prepared to use it for agriculture and cottage industries in rural areas. A belt of about 20 miles radius round each grid sub station will be developed by stages representative of wheat, *juar*, cotton and orange growing tracts where irrigation and other small rural industries would be facilitated by the use of electric power.

Steps have been taken to develop some of the key industries for which the State possesses natural facilities. Apart from the working of the coalfields in Kamptee and Korba and the proposed setting up of an Iron and Steel plant in Durg district by Government of India, the State is now directing the management of the two large paper and newsprint factories as an interim measure and has appointed an expert committee to recommend final re-organisation of these companies. A Board of Industries has been set up to manage these and other undertakings, and it is hoped that the natural advantages we possess in the form of water and forest together with the power now being produced on a large scale would be exploited to the production of extremely valuable newsprint and paper for which a very large demand exists.

### Forest and Cattle Wealth

Another immense national wealth namely, the forests covering nearly half the area of the State which are in danger of being ruinously worked by private agencies, is also engaging the attention of Government. A Forest Policy Committee has been appointed to examine the present conditions of the forests and make recommendations for a long-range rational scheme for preserving and increasing this potential wealth. Government have decided to take over the management of *malguzari* forests so as to prevent uneconomical exploitation of them.

The Veterinary Department has taken up the important task of live-stock improvement through the key-village scheme under which selected centres are supplied with six to eight bulls for breeding better types of cattle. Government have also started a Veterinary College, which was a long-felt want and apart from graduates in veterinary science, they are also training Stockmen-cum-Health Assistants who will be multi-purpose officers in villages looking to the preservation and care of cattle.

### Backward Tribes

The State contains nearly forty-five lakhs of Backward Tribes who are the aboriginal inhabitants of this region, and are now steeped in poverty, ignorance and disease. A five-year plan has been worked out for the welfare of these people designed to bring about their economic and cultural uplift. Nearly 200 primary schools have been started, large numbers of scholarships have been awarded, and several hospitals have been opened in the backward regions. Multi-purpose co-operative societies have been established which seek to improve the economic lot of the tribes, and cottage industries like khadi and *tel-gham* are being taught. The benefits of the scheme are to be made available to all the inhabitants of the backward areas and not only to the aboriginal tribes, since ignorance, poverty and disease are shared by them all.

### Conclusion

Looking back upon the three years that have elapsed since the achievement of freedom although the feeling is not one of exultation, there is no reason for dissatisfaction either. It must be said in fairness to ourselves that we were launched upon an uncharted sea. At the very outset squalls and high seas afflicted our voyage. But, strong of heart and determined in purpose, we kept



our hands steadily on the wheel We have braved the storm and gained some progress. Our effort has not been futile our gain not small But the dangers are not wholly passed nor is the storm quite stilled On the contrary, unseen and surreptitious foes lurk around us who would gladly cast the nation into the fire of violence and lawlessness What puts courage into us is our abiding faith in the destiny of our nation, and an unshakable belief that we who have through half a century of struggle against mighty imperial forces held our heads erect and hearts uplifted shall not bend or break against the forces of chaos that vainly strike against our rock foundations


# MADRAS

(Kumaraswamy Raja)

**A**UGUST 15th. And we are on the threshold of the Fourth Year of our Freedom. Three years have gone by—three momentous years, since we achieved our Independence. It is long enough for us, who took the reins of Government, as representatives of the people, to take

stock of our achievements and assess how far we have been able to carry out our pledges to the people.

Three years are a short enough period for any spectacular or large-scale changes, and it is no easy task to rid ourselves of the legacies of over a century and a half—some of which are too deep-



rooted for eradication or sweeping changes. When we took over the Government from the previous regime, it was almost on a sudden and the old order of things could not be changed overnight. At the same time we owed it as a duty to the people, the Congress under whose flag we fought for our freedom, the Father of the Nation, who made it possible for us to achieve that freedom, and lastly to ourselves, that we should carry out the plans and policies to which we were pledged and on which plank we were elected by the people. This was no easy task and naturally, at the end of three years we still find many of our policies and plans are not completely fulfilled. While we cannot rest content with what we have been able to achieve, we may look upon what has been achieved so far with legitimate pride.

It is no self-flattery to say that Madras has stood

foremost in carrying out the programme which were the main planks of the Congress and some of which were dear to the heart of the Father of the Nation

Take for instance Prohibition Madras was the first State which pioneered and wholeheartedly introduced Prohibition, it went whole-hog and brought into effect total Prohibition Ever since Congress assumed power in this State, Prohibition has been one of the chief ameliorative measures which the Congress Ministry has unflinchingly introduced But there are critics—and violent critics—who decry Prohibition as a "Socio-political experiment", they are never tired of harping on the criticism that the State has lost a precious source of revenue It must be said that at least in Madras State, Prohibition has passed the stage of an experiment, it is an established fact As for the cry of loss of revenue it is true we have willingly given up 17 crores by way of this revenue, but this with the full consciousness that it is an immoral revenue The bulk of 17 crores of revenue to Government was really derived from the poor industrial labourers and farm labourers who were spending most of their hard-earned income on this ruinous habit, actually the amount spent by them on drink was over four times the amount of revenue to Government, so much of precious national wealth is now saved and it is the poor people and their families which are the happier for it

And how is this loss of revenue made good? The drawingroom critic, who perhaps had not tasted a drop of drink in his life and was happy in the thought that the education of his children was being facilitated by the revenue from drink, ignored the fact that it came from the blood and sweat of his poorer brethren He is now naturally angry he has to pay a little more by way of taxes But really he is not paying more than what he

can—or what his less fortunate brethren were paying for drink.

As early as the first Congress Ministry took up the Provincial administration over a decade ago, the sales tax was devised to make good the loss in drink revenue. This tax is now yielding a good revenue, but by the very nature of the tax, the richer people who can afford to spend, are made to pay progressively more. Thus the revenue that was once derived from drink which was the ruin of the poor homes in the villages, is now contributed in an equitable degree by classes of people who can afford it without ruining themselves or their families. This outstanding achievement of the Congress Ministry in Madras is well worth the cost and the Ministry is rightly proud of it.

Another striking achievement of the Madras Government is its bold re-orientation of the educational policy and set-up. For nearly a century now much was said against the educational system which was introduced by a foreign Government. Right down from Ranade and Gokhale to Gandhiji, all thinking men denounced the system of education in India as one intended to enslave and demoralise the young. Till recently we had to suffer this system. Ever since the Congress took up the reins of Government in Madras, education was one of the first subjects, which it tackled. The Basic Education Scheme which was first blessed by Mahatma Gandhi has been introduced in the State which has been setting up and actively supporting training centres for this purpose.

In the field of technical and higher education Madras has gone ahead and a number of new colleges and institutions have sprung up all over the State. At present, there are 107 colleges and 24 professional colleges. Madras

provides the best facilities for technical training in the whole of India and in all about 2,000 scholars pass out of the various professional colleges every year

Adult education is another programme which the Congress Ministry has been vigorously pursuing. The aim of the Government is to make 184.9 lakhs of adult illiterates who form 43% of the total population literate in ten years. The Government has now devised an adult literacy school to serve as the spearhead in this great attack on mass illiteracy.

This State being a polyglot one language policy has been one of the major headaches for the Government. So long as a foreign Government was functioning English held unquestioned sway and was given the first place in educational institutions. But when the country has become free it is natural that the slavery to a foreign language is sought to be cast off. This however cannot be achieved in a moment and there are practical difficulties in replacing one language by another especially in educational institutions. So after some experiments a system has now been evolved by which the mother tongue is given its due place of importance. It has been made a compulsory subject for study in schools. The regional language has become the medium of instruction. The national language Hindi has its due place, and English retains its place for compulsory study—at least for some time to come. This, it must be said, is the only practical solution at the moment, and in course of time it is expected that the mother tongue and *lingua franca* would become the main languages as they ought to be.

The Constructive Programme which was Mahatma Gandhi's chief interest throughout his life and which remains the foremost programme of the Congress has been taken up in its important aspects by the Madras

Government. Khadi and cottage industries have received a great attention. The State has been promoting khadi and has itself taken up production work in some areas. Over Rs. 1.86 lakhs have been spent on the promotion of cottage industries such as coir matting, casting and metal working, tanning industry, ceramic industry and glass industries in selected *firkas*. For the year 1950-51, the Government has allotted Rs. 4.67 lakhs to be spent on cottage industries.

The Madras State is comprised of 35,932 villages; 84 per cent. of its population is rural. And naturally, the popular Government's chief concern is the development of rural welfare. Madras was the first State to devise a scheme by which the various phases of rural development were comprehensively taken into account and a system of co-ordinated activity of all-round progress in rural areas was introduced. As soon as the Congress Ministry took over the State Government, a new Department known as the Firka Development Department was set up. Groups of villages in selected areas were first chosen and an intensive and comprehensive development programme was chalked out for being put into execution in these *firkas*. Trained workers, with a spirit of public service to their credit, were recruited for this work and they organised rural welfare work with the help of the villagers themselves on the one hand, and the various Government Departments on the other. The idea of self-reliance and self-sufficiency was inculcated in the rural population; whether it was the construction of a village road or the digging of a well, or improved methods of cultivation or providing some amenities for the village, the Firka Development Officer was there to guide and help the villagers to organise work, and achieve their objects. The

success of this scheme encouraged the Government to extend this welfare work to more areas, and now more than 2,500 villages organised into 84 *firkas* or groups are the concern of this Department. The Department has been recently re-named appropriately as the "Rural Welfare Department"

Community listening in rural centres has been encouraged by the Madras Government. This State stands foremost in the installation of community sets for the benefit of the rural population. In 1946, the number of community sets was 502. Today, the number has increased to 1,096 sets. The Government has a scheme for installing 2,500 sets in rural areas out of which 500 have already been installed. The local bodies and Panchayats are encouraged to buy the sets and the Government installs them for a nominal fee and the maintenance of the sets also is looked after by Government which levies a small annual fee for this. The Department works under the Radio Engineer who has a staff of technical men. A research laboratory has been functioning under the Radio Engineer and a few sets have been assembled in this laboratory. It is expected that the laboratory will be able to turn out more sets and meet the entire demand for community sets in the State in due course. That rural broadcasting has been immensely popular and beneficial is evident from the fact that almost every Panchayat Board or rural centre where there is facility, is anxious to have its own radio set.

Women's welfare is another activity which the Madras Government has been actively sponsoring. Perhaps, Madras is the only State in India which has a separate Department for women's welfare. The organisation works under a Women's Welfare Officer and trains women in

handicraft, homecraft, tailoring, spinning, weaving, basketry, rattan work, printing and dyeing and in special subjects such as sanitation and health, mother craft, food and nutrition, civics, adult literacy, cooperation, etc., and similar activities which are of practical value to women. There are 67 branches of the Department in the State, and 403 centres run by the Department. The State spends Rs. 3.29 lakhs annually exclusively for women's welfare.

Harijan welfare is another important programme in the plans put into effect by the Madras Government. A separate department has been created for looking after the welfare of Harijans. There has been progressive increase in the amount spent for Harijan uplift. What was Rs. 63,87,000 in 1948-49 rose up to Rs. 81,70,000 in 1949-50. The Government expects an expenditure of Rs. 92,67,000 in the current year.

By putting into practical execution these policies and programmes, Madras is paying its humble homage to the Father of the Nation and perpetuating his memory in a concrete and lasting form.

Food has been a trying problem for the State which is deficit in rice production. In spite of odds, the State has successfully avoided a crisis so far and kept famine away from its door. Intensive production schemes have been launched on a wide scale; a five-year scheme is under operation now, by which it is expected to increase rice production by nearly 5.5 lakhs of tons by the end of 1952. Improved methods of farming are popularised and the proper use of manures and fertilisers encouraged. Irrigation schemes of varying degrees are being put into execution and all sources of water-supply are being tapped. Major and minor projects for the harnessing of rivers and rain water have been launched. Since May



1946, the Government has so far sanctioned about 170 irrigation schemes costing about Rs 244 lakhs

Some of these projects may have to be slowed down on account of financial help not forthcoming from the Central Government. But with all human efforts geared up to intensive production, if Madras has still to face a difficult situation in food production it is due to causes *entirely beyond the power of the Ministry*. For three successive years, the monsoon has failed. And the national economic policy with regard to food imports has created a very difficult situation which affects Madras to a very great degree. All the same the Congress Government is straining every nerve to tide over the present crisis and to stave off famine starvation in the State.

Social service has received the greatest attention from the present Government in Madras. A comparative study of the amounts spent on vital and social services would reveal how far the Congress Ministry has furthered the idea of a welfare State. In 1938-39, Madras spent Rs 386.89 lakhs on Social services including medical aid, public health etc. In 1949-50 she has spent Rs 1293.12 lakhs.

Similarly, the expenditure on nation building services has shown a marked increase. The expenditure on development schemes like Agriculture, Animal Husbandry, Electricity and Civil Works in 1938-39 was Rs 194.53 lakhs. In 1949-50, it was increased six fold viz., Rs 1212.70 lakhs.

Side by side with all these progressive programmes it is the endeavour of the present Ministry to develop and harness the natural resources of the State. With the present schemes of hydro-electric power and multi-purpose projects being completed, Madras bids fair to be

come one of the most modern States with a vast potential for production and industrial development.

At present, electricity is available in 76 municipal towns and 1,371 villages. The Madras grid system comprises of 10 power-houses of which 3 are hydro-electric and 7 are thermal—3 coal and 4 oil. The Madras grid was 4,648 miles of H. T. transmission lines and 2,725 miles of L. T. distribution lines. A big scheme for extension of rural electrification is now under active consideration of the Government.

The Cooperative movement has taken big strides in Madras. Cooperative Societies and multi-purpose societies have sprung up throughout the State and such schemes as milk supply, housing, etc., have been brought under the Cooperative system.

Panchayat Raj will be shortly established in the State. With the passing of the new Panchayat Act, Madras attains one more distinction for pioneering in national programmes, and soon villages with a population of 500 and above will have their own Panchayat bodies which will give self-reliance and self-administration for villages.

Nationalisation is another important policy pursued boldly by the Madras Congress Ministry. The Madras City electricity distribution has been nationalised and more power supply systems are to be soon taken over by Government. The Madras City Transport System was nationalised two years ago and the success of this undertaking has been considerable and may lead to the ultimate nationalisation of all bus transport in the State.

Another very outstanding achievement of the Congress Ministry is the abolition of the Zamindari system

which came into effect by the passing of the Madras Estates (Abolition and Conversion into *Ryotwari*) Act in 1948. This Act will affect 214 lakhs of acres and will abolish 2,810 Zamindaries. Already, 33 Zamindaries have been taken over by Government and more Zamindaries will be taken over this year. The compensation proposed to be paid by the Government will be 12.5 crores of rupees.

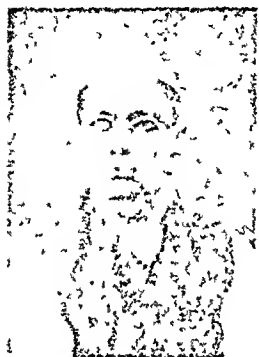
While the Madras Ministry has engaged itself in the material progress of the State, the cultural side has not been neglected. This State is perhaps the first in India to institute Poets Laureateship in the different regional languages. An encyclopaedia in Tamil is under preparation under Government aegis and a similar one in Telugu is also under contemplation. The Government has recently instituted prizes for the best films produced in a year in Tamil and Telugu.

So we contemplate our achievements in retrospect within the brief period of 3 years with some sense of satisfaction of having conscientiously discharged our duty to the people within our humble power. Much remains to be done, no doubt. But of what has been achieved we may very well be proud. And so Madras marches forward under the Congress banner.

# MYSORE

(K.C. Reddy)

**M**YSORE has witnessed vast political changes during the last three years. When India attained her freedom on August 15, 1947, Mysore had acceded to the Centre in regard only to three subjects. She had also sent her representatives to the Constituent



Assembly of India. But her internal Constitution was governed by the Government of Mysore Act, 1940, which was not democratic. For, though that Act provided for the nomination of two non-official Ministers from among the elected members of the Legislature, it did not provide that the Ministry should be responsible to the Legislature. Since thus it fell short of the aspi-

ration of the people the demand for full Responsible Government continued to be pressed until at last, in October 1947, after a brief period of struggle, an understanding was reached between the Dewan of Mysore and the President of the Mysore Congress and a Proclamation was issued setting up a Ministry to function as a Cabinet. The Cabinet, composed of six Congressmen and three non-Congressmen, besides the Dewan, was to act on the principle of joint responsibility on all matters dealt with by the Council of Ministers, and the Ministry itself was to continue in office so long as it enjoyed the confidence of the Legislature.

In this setting the Congress Ministry assumed office ;

in October 1947 and has thus been in office for nearly three years. During this period events have moved very fast both in and outside the State. One event of importance that took place in the State was a Proclamation issued by His Highness the Maharaja in August 1949, permitting the Dewan to lay down his office making known his intention that the post of Dewan be abolished from the 7th of that month and promulgating the Government of Mysore (Second Amendment) Act, 1949, whereby the Council of Ministers with the Chief Minister at its head would exercise power authority and responsibilities of Administration. With regard to the rest of India a Constituent Assembly was set up at Delhi to frame a Constitution for the whole country, the States however being allowed to frame their own Constitutions.

### **The Constituent Assembly**

Following the precedent at the Centre and considering that the most authoritative expression of public opinion on this important subject could be only by a Constituent Assembly Mysore also set up a similar body in 1948. This body was composed entirely of elected representatives. Towards the close of the deliberations of this body the Constituent Assembly of India considered that it would be advantageous to have a single Constitution for both the Centre and the States and framed a Constitution accordingly. This was agreed to by the Constituent Assembly of Mysore and His Highness the Maharaja issued a Proclamation in accordance therewith.

### **The Present Ministry**

The Government of Mysore is functioning under the Constitution of India since 26th January 1950. The Con

Constituent Assembly of Mysore was converted into the Legislative Assembly. The administration is carried on by the Maharaja as Rajapramukh and a Council of Ministers consisting of a Chief Minister and six other Ministers.

### **Federal Financial Integration**

Under the old set up Mysore was discharging both Federal and Provincial functions. The new Constitution separated the two spheres and, from the 1st of April 1950, the Federal Subjects were transferred to the Union Government, leaving only the Provincial Subjects to the State. Following the recommendations of the Krishnamachari Committee, an agreement was arrived at between the Centre and the Government of Mysore with effect from 1st April 1950. Federal sources of revenue like Income-tax, Excise Duties, Railways, Telephones and such like items accrued to the Union from that date. Expenditure relating to Federal Departments are now borne by the Union, as for example Military expenditure as well as expenditure on the Departments connected with the Federal items of revenue. Under the scheme of Integration, the Centre guarantees to Mysore the net federal revenue gap of about Rs. 270 lakhs for the first five years from the date of Integration, and thereafter the guarantee is gradually reduced to 60 per cent of the net gap in the tenth year, there being no guarantee after that.

### **Economic Development and Planning**

The Mysore Economic Conference has long been functioning in the State and its main function has been to suggest various development activities, through separate Policy Committees devoted to Agriculture, Education, Industries & Commerce, Public Works & Transport, Public Health, and Sericulture. It has now become neces-

and the Nugu Project costing Rs 2 crores. All these works are in various stages of execution. In spite of financial stringency, these works are being pushed through in order to counter the acute shortage of food and achieve the goal of self sufficiency.

### Electricity

With the growing demand for service of electricity all round the State and even from adjoining States, the Electrical Department have been vigorously engaged on the execution of many works as quickly as possible with the resources that are available. Much progress has been registered in the various undertakings. A comprehensive net work of transmission throughout the State has been undertaken. The number of villages in the State electrified up to June 1947 was 228, in June 1949 the figure stood at 402. In June 1947 there were 1026 electric irrigation pumps. In January 1950 the number of such pumps was 1667. The first stage of the Mahatma Gandhi Hydro Electric Works was completed by January 1948 and two fresh Hydro-Electric Projects viz Mekadatu and Honnemaradu are under survey.

### Industries

Steps have been taken to improve the existing industries and to start many new ones. Manufacture of Radio Receivers and assembling of Radios commenced in 1949 and 4000 Radios have been assembled in the Factory so far. Manufacture of Plastics has been successfully carried on and miscellaneous products are being produced including plastic covered wires. These products have stood the standard tests. This is the first establishment in India that is producing large-scale extruded plastics.

As a further step in the direction of encouraging the production of Khadi, developing local initiative and enlisting non-official assistance, the Government Khadi Centres were handed over to the District Boards with necessary financial assistance.

The Bhadravati Iron and Steel Works have been improved and two electric Pig Iron Furnaces are being set up to step up production of both iron and steel. The Cement Plant also was expanded to produce thrice the original quantity. A scheme to set up a Fertilizer Factory at Bhadravati is being worked out.

There are 508 large industrial establishments in the State, employing about a lakh of workers. Ten cotton mills and five woollen mills are working at present. It is proposed to constitute a Committee to examine and formulate proposals for starting an Industrial Financial Corporation. The State's settled policy of industrial development is being, and will continue to be, maintained despite financial stringency, import difficulties and currency devaluation.

### The Indian Telephone Industries

The Indian Telephone Industries started by the Government of India have been working at Bangalore. The Government of Mysore have subscribed a sum of Rs. 25 lakhs towards the cost of this undertaking.

### Machine Tool Industry

The starting, by the Government of India, of a Machine Tool Industry on an extensive scale in the State has been decided upon, and necessary facilities in this behalf are being afforded by the Mysore Government.



## Raw Film Industry

A proposal to start the Raw Film Industry in the State is receiving consideration

## Expansion of Electrical & Allied Industries

Proposals for the expansion of the Government Electric Factory the Government Porcelain Factory and the Mysore Lamp Works have been received from the Westinghouse Electric Company and are under close examination

## Sericulture

Sericulture is the largest and most important cottage industry in the State. The area under mulberry is about 80 000 acres. About 50 000 families are engaged in rearing silk. The industry provides occupation to nearly 2 million people. Being the biggest silk producing area in India Mysore is responsible for 60 per cent of the production or about 15 lakhs of pounds of silk. Government have taken up the improvement of the industry on the most modern lines. Tariff protection has been secured for the industry from 1st April 1949. To stabilise prices Japanese silk was obtained and sold at an economic rate. To afford relief to the silk weaving industry import licences were obtained and firm orders placed for large quantities of silk from Italy.

## Labour

A contented labour force being essential for increased production both on the field and in the factory, the Ministry is striving hard to improve the lot of Labour by legislative enactments as well as administrative measures. Labour which forms an important part of the commonwealth, is receiving high priority of attention. A separate

Department has been recently constituted to secure the welfare of workers. Labour Welfare Centres have been opened and a number of Welfare Officers have also been trained and posted to all the more important industrial concerns. A Tripartite Conference of Representatives of Industrial Labour, Employers and the Government was held in April 1948 and the terms of an Industrial Truce agreed upon. Several Acts designed to ameliorate labour conditions have since been passed, and some more Bills calculated to bring labour legislation in the State in line with the latest Labour Laws are on the legislative anvil. There has been a shifting of emphasis from the purely basic requirements of the worker to an increasing provision of social security for him. Special attention has recently been paid to the Housing of Labour and the Bangalore City Improvement Trust Board has been entrusted with funds for the purpose.

The holding of the meetings of the Governing Body of the I. L. O. in the State has helped the Ministry to understand and appreciate several latest aspects of labour problems and has been of great help to further the activities of the Department.

The I. L. O. has chosen Bangalore for the headquarters of its Field Office for Technical Training of Man-Power in Asian Countries.

The Central Act relating to Industrial Disputes has recently become applicable to Mysore and in accordance with the provisions of this Act, an Industrial Tribunal has been appointed.

### **Rural Development**

The advent of Freedom brought about a great awakening in the rural areas. A re-organised scheme of

rural development was put into effect from October 1947 and Central, District and Taluk Committees were set up with non-official Chairmen. Every year about half a crore of rupees are being set apart for providing water supply, inter village communications and village improvement works. Multi Purpose Co-operative Societies were started on a planned basis, early in 1949 to generate and foster local initiative especially in the matter of providing the rural needs particularly agricultural. One such Society is functioning in each Circle consisting of about 20 to 25 villages and serving 10 to 15 thousand people, and the Circles themselves number 746. Each Society is engaged in distributing seeds manures agricultural implements foodgrains and other essential commodities like kerosene cloth cement, etc. The response from the rural population has been so spontaneous that a share capital of nearly Rs 26 lakhs was collected in the course of six months. With a view to putting the rural economy on a co-operative basis the Government have given these Societies the assistance of a paid staff.

### **Rural Industrialization**

The scheme of rural industrialization suggested by Sir M. Visvesvaraya is being vigorously implemented. To begin with the scheme has been introduced in two Districts, its objectives being to improve discipline and inculcate habits of self help and collective effort amongst the rural population to augment income in every unit area, and to secure a rapid expansion in the production of wealth in rural parts.

### **Harijan Uplift**

Very close and earnest attention to the amelioration of the conditions of Harijans in every sphere has been a prominent feature in the administration of Mysore.

Several pieces of legislation have already been enacted, as for example the Temple Entry Authorisation Act and the Removal of Civil Disabilities Act. Harijans are being given special preference in the matter of grant of lands, housing and other amenities for establishing themselves in agriculture. The Government of India have sanctioned an enquiry into the conditions of agricultural labour, which comprises mostly of Harijans, and one Unit is functioning in Mysore also.

### Education

There has been a remarkable improvement in the field of Education. During the year 1949. Second Grade Colleges were started in all the District headquarter towns and the number of Schools of all grades was substantially added to. There are now nearly 11,000 public educational institutions functioning in the State, with a total school-going population of 7,80,000. On an average there is one school for every 2.6 square miles and the percentage of pupils at school to the population of school-going age is about 72. The number of primary schools has risen from 8,558 in 1946-47 to 10,407 in 1949-50. Middle Schools have shown a rise from 988 to 1241 during this period and the number of High Schools has gone up from 112 to 180. The average cost of education per head of population is now about Rs. 3-12-0 of which more than Rs. 3-4-0 is being met from State Funds. Three more Occupational Institutes were opened during 1949-50 and the expenditure on technical education alone has gone up from Rs. 6 lakhs odd in 1946-47 to over Rs. 13,72,000 in 1949-50. The opening of yet other technical institutions at a cost of several lakhs of rupees has also been sanctioned.

Dr. C. R. Reddy was appointed to examine the pre-

sent system of education in the State and make suitable recommendations to Government. His report has been published and is under active consideration.

### **International Students' Service Seminar**

The International Students Service Seminar was held recently at the Brindavan Gardens (Krishnaraja Sagara) and was inaugurated by His Highness the Maharaja. The Seminar lasted three weeks and several important subjects relating to the role of Universities the world over were discussed. The Valedictory Address was delivered by the Minister for Education in Mysore.

### **Co operation**

Steps were taken to expand the Co-operative Movement in all directions. A Seminar of leading Co operators was held recently in Nanjangud and the problems relating to the movement were examined in great detail and their report is engaging attention at present.

### **Forest**

The Department has shown an all-round improvement during the period of the present Ministry. A special programme of afforestation within economic distances of consuming centres was taken up and a special Plantation Sub-Division was brought into existence in 1949. A Timber Movement Control Ordinance was promulgated, the Forest Act was amended and fresh Rules under the Act were made, to arrest wastage of forest wealth, control private saw-pits and saw-mills and regulate transit of forest produce. Two Kheddah Operations were held during this period, to coincide with the visits of the Prime Minister and the Delegates to the Governing Body Session of the I L O. Two of the elephants caught in these operations were presented to Japan and the U.S.A., as desired by the Prime Minister.

## International Forestry Conference

An International Conference on Forestry and Timber Utilization for Asia and the Pacific Countries was held at Krishnaraja Sagara during 1948-49. This was the first Conference of the kind to be held in the Far East.

## Animal Husbandry

The work of the Department of Animal Husbandry Services has been expanded and improved. A large number of veterinary institutions has been opened during these three years, with the result that there is now one institution for every 1900 heads of cattle. Sheep-breeding Centres have been organized in several taluks of the State. Steps are being taken to improve the wool-type and the mutton-type sheep.

## Medical and Public Health

Special attention was devoted during these three years to set up Health Units in all parts of the State and especially in rural areas. There are at present 120 Health Units and as a result of the ceaseless work carried on by them, Malaria—the great scourge of the malnad parts of the State—is now well under control. Anti-Tuberculosis measures have also been intensified. Health Clinics as well as Sanatoria have been established in some of the District headquarter towns. The number of medical institutions working in the State now stands at 470.

The World Health Organization has been good enough to establish a demonstration centre in the Sagar area and it is doing excellent work. The Head Office of the Asian Branch of the World Health Organization has also been established at Bangalore. It is the policy of the present Ministry to increase rural medical aid to the maximum extent possible.

## **Prohibition**

The introduction of Prohibition in five of the nine Districts of the State in the course of the past two years has been a unique feature. The Prohibition Staff is working under the Police Department and the results are found to be fairly satisfactory.

## **The Flying School**

The Sardar Patel Flying School at Jakkur, inaugurated last year by the Prime Minister has been working satisfactorily. The Government of India have sanctioned a subsidy for the School and the institution is more or less self supporting.

## **Nationalization of Bus Services**

The scheme of Nationalization of Bus Services in the State was approved early in 1948 and there are now about 150 buses in service.

## **Land Revenue Reform**

With a view to meeting long persisting demands in the Houses of Legislature in the Press and from the Public for (a) a revision of the Land Revenue System prevailing in the State, and (b) the abolition of Zamin daries etc., a representative Committee was appointed in August 1948 to go into these questions and make recommendations to Government. After a thorough and detailed examination of the several issues involved, the Committee submitted a preliminary Report. Their final report is awaited.

## **Local Self Government**

The Ministry noticed a certain amount of duplication of agencies working in the sphere of rural development, and therefore appointed, in September 1949, a Committee

to consider how the existing Village Panchayats, District Boards and Rural Development Boards could be integrated and their activities co-ordinated. The Committee's report has just been received and is under examination. It is intended to provide for maximum autonomy in the field of Local Self-Government, with sufficient finances.

Another Committee was also constituted, in September 1949, to enquire into the working of the Town and Minor Municipalities in the State and recommend necessary reforms. That report also was received recently and is engaging the active consideration of Government.

The recent merger of the local bodies of the erstwhile City of Bangalore and the Civil Station into one Unit, and the inauguration of the Bangalore Corporation, was a land-mark in the history of Bangalore. Elections to the Corporation will be held early next year, on the basis of adult franchise.

### Economy Measures

In common with several other administrations this State also has been faced with great financial stringency. With a large number of development programmes on hand and the heavy drain that food subsidies have meant it has become extremely difficult to keep up the present scale of expenditure. Stringent measures of economy are therefore inevitable. A Special Economy Officer, appointed to go into this question, has already submitted an exhaustive report and this is under active consideration. Meanwhile, steps have already been taken to avoid or reduce all expenditure of an unproductive character and several posts of an unnecessary nature have already been abolished. All possible retrenchments will continue to be effected in the light of the Economy Officer's Report, without at the same time imperilling efficiency or impairing necessary progress.



## Efficiency Audit

The activities of the Efficiency Audit and Anti-Corruption Departments in investigating irregularities, making proposals for improvement of work in Government business and investigating cases of bribery and black-marketing have been appreciable. Instructions have been issued for preventing delays and irregularities and certain changes in Office Procedure which are calculated to result in greater despatch of work, have been made.

## Legislation

During the past three years over 150 legislative measures have been sponsored. They cover a wide field of administrative and social activity.

## Law and Order

The State has passed through great stress and strain during these three years. There were two communal disturbances in the early part of 1948-49 but both of them were promptly quelled. There were a few strikes in factories but all of them were successfully handled without resort to firing or lathi charges. The State played a substantial part in the solution of the Hyderabad problem, and out of 2,500 Armed Reserve Men sent to that State about 1,000 are being absorbed in the Police Service thereof. The expenditure of the Police Department has been brought down from Rs 1 crore and 9 lakhs to Rs 87 lakhs, without impairing its efficiency.

## The Refugee Problem

The scheme connected with the relief and rehabilitation of Refugees in the State are being given the topmost priority. Details of certain major issues like the housing of Refugees are being finalised in consultation with the

Government of India. The Bangalore City Improvement Trust Board has been entrusted with an advance of Rs. 50,000 for the purchase of materials required for Refugee Homes, and has been promised further necessary advances. A sum of Rs. 3 lakhs has been ear-marked for granting loans to refugees and some loans have already been granted. The question of granting a further sum of Rs. 12 lakhs for meeting demands of all the refugees has been taken up with the Government of India.

### **Gopala Rao Enquiry Committee**

Early in 1948 the Ministry appointed a Committee, with the Chief Judge of Mysore as Chairman and the President of the Mysore Constituent Assembly and another leading member of the same Body as Member, to conduct a thorough enquiry into all matters arising from the financial crash associated with a certain private banker. The Committee have carried their labours to successful conclusion and submitted their report, which is actively under consideration.

### **Conclusion**

These three years, no doubt, have been years of unusual anxiety, but they have also witnessed great strides on the side of constructive work and planned progress.

# ORISSA

(Nabakrishna Choudhary)

THE nation building activities of the Government of Orissa from 1947 up to date have been briefly reviewed in the following paragraphs



## 1 Finance.

The financial position of the Government of Orissa will be clear from the following comparative statement for the years 1946-47 to 1949-50 —

Year	Revenue	Expenditure charged to Revenue	Surplus or deficit (—) (—)
	TRS	TRS	RS
1946-47	4 60 62	4 48 93	(—) 11 69
1947-48	6 04 34	5 48 45	(—) 19 89
1948-49	6 19 92	7 34 10	(—) 114 18
1949-50	10 98 04	12 42 39	(—) 144 35
	(Revised)	(Revised)	

The following taxation measures have been introduced since 1946-47 —

- (1) Sales Tax was introduced in the Province on the 1st October 1947 and was extended to the States areas on the 1st April, 1949 and to the Mayur-

bhanj State on the 15th July, 1949. Government are contemplating the introduction of a Bill amending certain provisions of the Act including increase in the rates of tax.

(ii) Agricultural Income-tax came into force in the old Province on the 1st April, 1948, in the States areas on the 1st April, 1949 and in the Mayurbhanj State on the 15th July, 1949. Amendments regarding increase in rates and other administrative necessities are under the consideration of Government.

(iii) Entertainment Tax was introduced in the Province proper on the 1st April, 1947, in the States areas on the 1st April, 1949 and in the Mayurbhanj State on the 15th July, 1949. A Bill amending the present rates of tax will be introduced in the coming session of the Assembly.

(iv) Motor Spirit Sales Tax came into force in the Province on the 1st April, 1949, in the States areas on the 1st April, 1949, and the Mayurbhanj State on the 15th July, 1949. The rate of tax per gallon was raised from two annas to six annas from the 1st April, 1949.

## 2 Relief and Rehabilitation of Displaced Persons from Eastern Pakistan

25,000 displaced persons from Eastern Pakistan are to be rehabilitated in Orissa. 13,824 refugees have come up till now and are in the 5 transit camps as follow:

Amarda	..	..	..	8,007
Maitapur	..	..	..	2,314
Chandpur	..	..	..	1,676

In the transit camps, displaced persons are given free food for the first two days and thereafter given doles in weekly instalments at the rate of Rs 12 per adult per month and Rs 8 per child, children are also given milk at the rate of 8 oz per week

In Amarda transit camp work centres have been opened for carpentry, tailoring, weaving, basket making, durri-making rope-making, mat making, bidi manufacture, bamboo-work, cane-work, needle-work by women, trunk manufacture and pottery

Sites have been selected and houses are under construction for settlement of 100 families each on land in Sukunda, Rairakhol, Bonai, Daspalla, Keonjhar and Kujang and for settlement of 23 families in Kendrapara and 85 families in Bhowanipatna in Kalahandi

Schemes for the rehabilitation on land of displaced persons who are agriculturists and rehabilitation of displaced weavers, artisans, craftsmen and fishermen in their respective trades are under execution

Age restrictions have been relaxed by Government in favour of refugees to facilitate the absorption into Government service of qualified refugees.

The Utkal University have permitted the refugee students to appear at the ensuing supplementary matriculation I A, I Sc, I Com., B.A., B.Sc., B.Com examinations. Refugee students have been given loans for maintenance, books, apparatus and fees.

An eighty-bedded hospital with necessary staff and equipments has been established at Amarda and a hospital with necessary staff and equipments has been established at each of the transit camps at Maitapur, Nalibar, Charibatia and Chandpur. Arrangements have been made to give to children suffering from malnutritional defects, milk, fresh fruits and multivitamin drops. Sanitary facilities such as latrines, etc., and water supply have been provided for in the transit camps.

### 3. Education

(a) In 1936 there were in the Province of Orissa 8,693 educational institutions, of which 4 were Arts Colleges, one Law College, 34 High Schools, 181 Middle English Schools, 7,567 Primary Schools, and 123 special schools. The total number of scholars in the educational institutions was 3,30,639 out of which only 18,064 were girls reading in institutions specially meant for girls and 43,085 were girls reading in institutions meant for boys. The number of scholars belonging to backward classes was 18,675 and those belonging to the scheduled castes was 48,835. There were only 10 Industrial Schools with 234 pupils, out of which only two were managed by Government. For higher technical and medical education students had to go outside the Province. The Province had no University of its own.

(b) By 1945-46 the number of educational institutions and pupils reading in them recorded a decrease over the 1936-37 figures. There were 7,456 educational institutions and the number of pupils stood at 3,09,593. Government expenditure on education, however, increased to Rs. 63,01,293 in 1945-46 against Rs. 39,48,139 of 1936-37. The per capita cost of education increased in

1946 to Rs 21-11-5 from Rs 12 9 1 in 1936-37 The Utkal University, the first of its kind in the Province was started in 1944 as an affiliating and examining body

(c) From 1946 there has been a steady improvement in the growth of education in the State of Orissa (including the ex State areas which have been merged since 1st January, 1948) in all its aspects At present there are 19 colleges with a student strength of 4 023, 139 H E Schools with a student strength of 20 537, 447 M E Schools with a student strength of 26 804, 742 U P Schools with a student strength of 63 537, and 8 410 L P Schools with a student strength of 3 82,406 Besides, there are 159 special schools (Fols Madrasas, etc.) with 4 300 students one Senior Basic School with 91 students, 36 Junior Basic Schools with 1,831 students 7 Basic Training Schools with 230 students, and 522 adult education centres The number of Technical Institutions is 30 The pay of teachers has been raised to the scale of Rs 120 to Rs 250 in Government High English Schools and in private H E Schools to the scale of Rs 100 to Rs 210 The scale of pay of Primary School trained and untrained teachers respectively to the teachers has been increased from Rs 10 and Rs 7 for scale of Rs 30-40 and Rs 22 30 Expenditure on education was Rs 26,05,000 in 1937 38 it rose to Rs 36,24 000 in 1945-46, and to Rs 1 51,77,000 in 1950 51 i e an increase of 482% over 1937 38 figures With effect from 1948-49 the teaching of Hindi has been made compulsory in Class VI to Class IX in educational institutions

(d) Government aid is given to an institution for training of the deaf and dumb Stipends have been sanctioned by Government for training in Arts and Music in

the Shantiniketan and the Calcutta School of Arts. Twelve stipends, ten for men and two for women, are awarded annually for training of candidates outside the State. Ten special stipends are given to Muslim boys at various stages of education. No fees are levied on Muhammedan girls up to Class VII.

(e) The following measures have been taken for the imparting of education to Backward Classes.

- (i) Eight residential Ashram Schools have been opened where carpentry, agriculture, spinning and weaving and crafts are taught and general education M.E. standard is given to Adibasi boys, the entire cost of food, clothing, lodging and teaching being borne by Government.
- (ii) 140 Sevashrams (day primary schools) where spinning, gardening, village sanitation, and games are taught along with the three R's have been working with a student population of 4,883. Clothings are distributed free to poor pupils of backward classes of the Sevashrams.
- (iii) One training centre has been opened for training welfare workers in literary education, spinning, weaving, tailoring carpentry, village sanitation, Kaviraji, elementary politics and animal husbandry.
- (iv) 62 Night Schools for teaching 3 R's. to children have been opened.
- (v) Backward class candidates are given monthly stipends for prosecuting studies in M.E. and H.E. Schools and Colleges.
- (vi) Eight Adibasi women are being trained in various handicrafts and household duties.



(f) 58 Public Reading Rooms have been opened by Government till now Two divisions of the National Cadet Corps namely, a Senior Division for the College students and a Junior Division for High School students were started in 1948 with a view to impart military training to the students of Colleges and High Schools Grant in aid is given to three institutions specially meant for the students of the European and Anglo-Indian communities

#### 4 Medical And Public Health

(a) There are at present one Medical College 335 Hospitals and Dispensaries one Ayurvedic College, 42 Ayurvedic Dispensaries and one T B Sanatorium in the State In 1944 the Cuttack Medical School was converted to what is now known as Sri Ramchandra Bhan Medical College at Cuttack with a five years course for MB and BS Degrees This College is affiliated to the Utkal University A condensed MB course was introduced in the college for affording facilities to the Licentiatees to qualify themselves for the MB BS Degree A Midwifery Training School has been established at Berhampur Four students are undergoing Senior Midwifery course at the Dufferin Hospital at Cawnpore. Maternity and Child Welfare Centres have been opened at Cuttack, Berhampur Bargarh and Russelkonda These are managed by local committees with financial aid from the Government

(b) The District Headquarters Hospitals in the State have been taken over by Government Steps have been taken to provide these institutions with efficient and adequate staff, accommodation and up-to-date medical equipments and clinical facilities An Infectious Disease Hospital has been established at Puri A 25 bedded

Tuberculosis Hospital has been opened at Uditnarayanpur in the district of Kalahandi with the ultimate object of increasing the bed strength to 150 or 200. Orissa has no separate Mental Hospital of its own but shares one at Kanke with Bihar and Bengal. The Government of Orissa have agreed to the reservation of a set of four beds in the Inter-Provincial Mental Hospital for the better class of patients. Substantial grants have been made for the control of Leprosy and Venereal diseases. Two Mobile Units have been established at Sundargarh and Keonjhar in order to tackle the problem of yaws among the aborigines of those areas.

(e) The Health Organisation under local bodies has been temporarily provincialised and its retention under Government on a permanent basis is at present under consideration. The Provincial Malaria Unit forms a part of the Public Health Directorate. Mobile Field Hygiene Units have been started in each district for operation in rural areas, with a view to take timely measures for dealing with the outbreak of epidemics in those areas. Sufficient quantity of milk powder and Multi Vitamin tablets are distributed among expectant and nursing mothers through the Maternity Centres and among other deserving patients through hospitals and Public Health staff in the State. Under the auspices of Health Organisation an anti-malaria demonstration team is working in Jeypore hill tracts (Koraput district) covering an area of 500 sq. miles with an estimated population of 50,000. Under the auspices of the Indian Research Fund Association a research unit has been established at Cuttack for conducting field trials to ascertain the efficacy of Hetrezan in the treatment of Filarissis. Steps are being taken to carry

out mass BCG Vaccination against Tuberculosis among the school going children in the towns of Cuttack, Sambalpur and Berhampur in the first instance

### 5 Local Self Government

There are at present six District Boards and ten Municipalities. As a result of the promulgation of the Orissa Grama Panchayat Act (1948) 528 Grama Panchayats and 173 Adalati Panchayats have been set up in selected villages

### 6 Agriculture and Grow More Food

About 90 per cent of the population of the State depend on agriculture. Rice is the principal crop. It is both a food crop and money crop for the people of Orissa. Protective foods such as fruits, vegetables, milk, eggs and fish, seldom figure in the diet of an average man in Orissa. The Grow More Food Campaign in Orissa has, therefore, a two fold objective

(i) Increase in the production of food in which Orissa is deficient so that a well balanced diet may be provided at a reasonable cost

(ii) Production of more rice by bringing under cultivation lands fit for production of rice but lying fallow and by increasing the paddy yield as a result of the application of the improved agricultural practices, manure, implements, etc

The special measures that have been adopted in Orissa in connection with the Grow More Food Campaign are as follows

(a) The system of grant of loans for the reclamation of lands has been discontinued in 1949 and has been re-

placed by the system of granting bonus to cultivators reclaiming and growing food crops on waste lands on their own, at the rate of Rs. 25 per acre. Reclamation by Government of a block of waste land of about 2,600 acres was undertaken in Sukinda. 1,400 acres have since been reclaimed out of which 600 acres are being utilised for a paddy seed farm and the rest is being utilised for the cultivation of green manure seeds.

(b) 951 Minor Irrigation works are under execution by Government in areas where up till now there were no satisfactory sources of supply of water. Besides, three Major Irrigation Works have been undertaken. The irrigated area in the State is approximately 19,25,780 acres.

(c) A number of high-yielding varieties of paddy giving about 20 per cent. more yield than the local varieties has been evolved by the Department of Agriculture. These have been used in the fields of cultivators. Nucleus paddy seeds are multiplied in 8 seed farms managed by Government. For the purpose of multiplication of these improved seeds, the seeds produced in the Seed Farms are given to selected cultivators registered as 'A' Class growers with an undertaking that after harvest they would supply ten times the quantity of the seeds supplied by Government. The seeds obtained from the 'A' Class growers are again supplied to 'B' Class growers on a similar undertaking.

(d) Arrangements have been made for the distribution of 1,500 tons of ammonium sulphate and 3,200 tons of oil-cakes as manure for about 42,000 acres of land under paddy, and 3,435 tons of ammonium sulphate and 2,575 tons of oil-cake as manure for about 81,000 acres of land under other crops. 160 maunds of Dhanicha seeds and

5,994 maunds of Sun hamp seeds were distributed to cultivators for green manuring paddy crops at 75 per cent subsidy. Improved methods of composting manure have been introduced in 28 urban centres and a number of rural centres.

(c) An elaborate Plant Protection Organisation has been established with a Plant Protection Officer and one Assistant Plant Protection Officer at headquarters, and two Overseers and four Fieldmen for each district for demonstrating the various methods of controlling crop pests and diseases and teaching agriculturists the use of sprayers, dusters and various preventive and curative methods. A scheme for the extermination of monkeys according to which Rs 2-8 is given as a reward for each monkey killed and As 4 for the proper disposal of each dead body has been in operation. 12 tractors were procured by Government in 1949 and 1,290 acres of land were ploughed with those tractors. Improved agricultural implements were procured by Government for sale to cultivators at 50 per cent of the cost price, the remaining 50 per cent being treated as subsidy. 33 pump-sets have been procured by Government and hired out to cultivators specially for the production of potatoes, vegetables, mung and other rabi crops, with a view to increasing double and triple cropped areas. A vegetable seed farm for the production of seeds of indigenous varieties of vegetables for sale to the public has been started. Seeds of European types of vegetables have also been procured from reliable seed farms for distribution to cultivators.

About 62,000 acres are under sugarcane. About 3 lakh maunds of sugar and over one lakh maunds of Gur

are to be imported from other States. With a view to increase the acreage under cane and the yield per acre by the application of improved methods of cultivation and the introduction of improved varieties of canes, a Sugarcane Research Station and a scheme for development of sugarcane cultivation have been sanctioned. The scheme relating to the development of sugarcane in Orissa came into operation in September, 1949 and is to last for 3 1/2 years. Nucleus seeds free from diseases and pests will be supplied to the registered sugarcane seed-growers, who will grow the seed cane under expert supervision. The Department will buy the seed cane from them and distribute the same ordinary growers and thereby extend the sugarcane area under improved varieties by at least 5,500 acres during the course of 3 years. Registered sugarcane growers have been selected at four centres, viz, Balasore, Khurda, Kujang and Rayagada

In pursuance of the intensive jute cultivation scheme launched by the Indian Central Jute Committee for the purpose of overcoming the shortage of jute in India occasioned by the loss of supplies of raw jute from Pakistan, a scheme for increased production of Jute in Orissa has been started since April 1948. The area under jute has increased to 51,000 acres in 1949-50 from 28,000 acres in 1948-49. The estimated outturn of jute this year will be about 700,000 mds. giving an income over Rs 2 crores to the State. It is proposed to intensify the efforts by bringing 1,00,000 acres under jute during the year 1950-51 and 18,000 acres under Mesta, another fibre plant which could be grown on poor high lands.

With a view to make Orissa self-sufficient in the production of fruits against an annual purchase of over

and technical and financial help is being given where found necessary

### 8 Animal Husbandry and Veterinary Services

On the 17th January 1948 a whole-time Director of Animal Husbandry and Veterinary Services was appointed and the Department was reorganised

Different contagious cattle diseases prevail throughout the Province but it is a scientific truth that they increase in their virulence in cycles after a lapse of 4 to 5 years. Since 1943-44 the total number of outbreaks and deaths gradually declined till the end of the year 1947-48. They again took a bad turn from 1948-49 when there were altogether 1386 outbreaks and 2,671 deaths in the old districts of Orissa alone. During 1949 the different contagious diseases appeared more or less in all the districts of Orissa including the integrated areas. The staff of the Department made all possible efforts to protect the livestock by prompt and timely preventive measures and inoculations which rose up to 935,239 up to the middle of October, 1949. The inoculation figure is likely to go up to about 13 00 000 during 1949-50. For proper suppression of outbreaks the Orissa Contagious Cattle Disease Act was passed in 1949. The Serum Institute produced 12 362 ampoules of Goat Tissue Vaccina during the first 10 months of which 12,359 ampoules have been sent to the District Staff.

The total number of posts of stockmen sanctioned for the Department under different schemes rose from 57 in 1945-46 to 204 in 1949.

Owing to the integration of the Orissa States the total number of Veterinary Institutions functioning in

the entire Province rose from 31 to 52, but no new Veterinary Hospital or Dispensary could be added to those in the old districts which have remained at 31 as before. The number of field dispensaries and stockmen centre has been raised from 35 to 84 and from 135 to 184 respectively. These include those opened in the new areas. Altogether 439,265 cases are expected to be treated and 110,830 castrations performed during the calendar year 1949 as against 268,354 and 67,677 in the year 1948-49. This shows that in spite of various difficulties there has been an appreciable improvement in this direction.

### 9. Tribal and Rural Welfare

There are about 2,842,865 Adibasis who form more than 25.48 per cent. of the total population of the State. Apart from the educational facilities (vide page 130), a number of measures have been adopted for the uplift of Adibasis, viz.,

- (i) Arrangements have been made for free distribution of common drugs among backward classes in rural areas.
- (ii) Three sericulture centres have been started.
- (iii) Spinning wheels and cotton have been supplied Adibasis in the Keonjhar District.
- (iv) Over 3,000 acres of land which had been illegally taken away by non-aboriginals have been restored to tribal people.



- (v) Considerable areas of Anabadi and forest lands have been thrown open to Adibasis for cultivation after reclamation
- (vi) Good type he-goats, Leghorn and Rhodes island red cocks have been distributed among Adibasis for improving the breed Grafts of fruit trees have also been supplied
- (vii) Government shops have been established in the forest areas of Ganjam Agency to supply daily necessities to Savaras at reasonable rates.
- (viii) The 'gothi' system under which hillmen of hilly areas of Ganjam and Koraput were made to work for non-hillmen at low wages has been abolished

In pursuance of Mahatma Gandhi's ideal of village self-sufficiency the Government of Orissa initiated in the latter half of 1947-48 the scheme of village welfare with the object of making a few selected villages in the old districts of Orissa economically self-sufficient by integrating and co ordinating the various developmental activities in those villages under the guidance and supervision of a trained social worker assisted by a band of selfless social workers recruited largely from amongst the ex-service personnel. The idea was to create in the selected villages an atmosphere congenial to the voluntary execution of schemes of development by properly harnessing the latent enthusiasm and initiative of the villagers. As a result of the operation of this scheme 18 village welfare centres were opened during 1948-49. The number of Village Welfare Centres has arisen to 36 during 1949-50. The programme of the Village Welfare Centres is generally as follows.

- (a) Upgrading of cattle and the improvement of poultry
- (b) Distribution of improved seeds and fruit grafts
- (c) Tree planting
- (d) Introduction of Co-operative Farming
- (e) Compost making
- (f) Vegetable growing
- (g) Spinning of yarn and weaving of khadi
- (h) Popularising cultivation of cotton.
- (i) Bee-keeping, palm gur making, and oil seed pressing
- (j) Sericulture.
- (k) Developing fisheries in village tanks by taking up nursery tank schemes which also cleanse up unhealthy village ponds.
- (l) Looking after the sanitation of villages
- (m) Establishment of night-schools and of small libraries.

The centres are required to take up such items of the above programme as they could profitably execute in the light of the availability of suitable personnel for working the items and the existence of local demand for the same.

## 10. Electrical Development

Although rich in mineral wealth and great in hydro-electrical possibilities, Orissa is not industrialised and its potential wealth has not yet been developed to any considerable extent. To improve upon this unsatisfactory state and to control floods in the Mahanadi river two major schemes of hydro-electric development have been started :

- (1) At Hirakud on the Mahanadi river a plant with an installed capacity of approximately 350,000 K.W.; and
- (2) At Machkund in conjunction with the Madras Government with an ultimate installed capacity of 100,000 K.W. of which 30 per cent. will be the share of Orissa.

In addition to this, extra plants have been installed in Cuttack, Berhampur, Puri and Balasore which are as follows:—

Cuttack	450 K.W.
Berhampur	416 K.W.
Balasore	140 K.W.
Puri	315 K.W.

To increase the availability of power to industries Government have installed a 750 K.W. plant at Jobra in Cuttack. This was brought into operation on the 12th September, 1949 and will supply power to Cuttack Electric Supply Company to supplement the generation of their own station and also supply larger loads direct. In addition to this a much larger steam plant is now under construction at Chowdwar which is expected to be the industrial centre of Cuttack. Here the installed capacity will be 5,000 K.W. of which two sets of 1,500 K.W. each totalling 3,000 K.W. are expected to come into operation during 1950 and the third set of 2,000 K.W. capacity in 1951. This plant is located in the same area where the supply from Hirakud for Cuttack will be received from the 132 K.W. system and it will supply all the industries which will arise in Chowdwar and further transmit part of its power to Cuttack over two cables carried on the Mahanadi railway bridge. This part of the power is

expected to be transmitted to Bhubaneswar utilising the bridge across the Kathjuri when it is contracted. This power-house is expected to be able to supply all needs for power in Cuttack until power from Hirakud is available. Further power is expected to be transmitted to the rural areas in Chowdwar if there is a demand for it; lines in this connection are under survey.

The power-house building at Chowdwar has already been constructed and the plant has arrived.

# PEPSU

(S. Gian Singh Rarewala)

**T**HE PEPS Union was inaugurated by Sardar Vallabhbhai Patel on 15th July 1948 and the administration of all the covenanting States was integrated by August 20th. The Union covers an area of 10,120 square miles and has a population of 35,00,000.



Prior to the inauguration of the Union the individual States had their own separate administrative units which could hardly be termed satisfactory. The Ruler was the source of all law and power and had absolute jurisdiction over his territory. He was however assisted in his administration by a number of selected ministers holding office at the ruler's pleasure and their function was only of an advisory character.

## Caretaker Government

Hectic efforts were made both by His Highness the Rajpramukh and Sardar Vallabhbhai Patel to bring round the three political parties namely Union Congress, Shiromani Riyasati Akali Dal and the Lok Sewak Sabha to a workable compromise. This could not be achieved. Sardar Patel in his inaugural address had regretfully to announce that no popular interim Government could be formed. On 20th August 1948, the day on which His Highness the Rajpramukh was to take charge of the covenanting States the States Ministry constituted what was known as Caretaker Government comprising of S. Gian Singh Rarewala, Prime Mi-

Minister, Sir Jai Lal, Adviser, S. Inderjit Singh, Finance Minister, Sir Jai Lal, Adviser, S. Inderjit Singh, Finance Secretary and Shri B.R. Patel, Chief Secretary, as members. This was however only a purely temporary arrangement and its function was to keep the administration running till an interim popular ministry was formed.

### Popular Interim Ministry

On 13th January 1949 the formation of an interim popular ministry comprising of four Congressmen, two Lok Sabha and one independent with S. Gian Singh Rarewala as Premier was announced. This ministry continued to function satisfactorily for some time and then in deference to the popular will this interim Ministry was dissolved and was replaced by another Caretaker Government comprising of S. Gian Singh Rarewala as Chief Minister and Shri M.R. Bhide, I.C.S. as Minister. This caretaker Government took over charge on 19th November 1949.

### Agriculture

The Patiala and East Punjab States Union like the rest of the country is essentially an agricultural area. The former Patiala States had a separate Agriculture Department for the purposes of educating the farmers in the art of modern cultivation and the use of improved varieties of seeds and modern implements. There was also a Central Farm about six miles from the capital. Similar farms exist at Nabha, Faridkot and Kapurthala. The main crops of the Union are wheat, gram, sugarcane and cotton in the plains and potatoes in the hills. In addition barley, oats, bajra, maize and other minor crops are also grown.

Out of a total area of about 900,000 acres of cultural waste a little over 200,000 acres can be easily brought

under cultivation. Reclamation operations have been started and 500 acres are being reclaimed monthly. The rate of reclamation is likely to be doubled soon. After the reclamation of this area within five years, it is estimated that it will considerably improve financial aspects of the peasantry by over rupees two crores annually.

The Agriculture Department has a separate marketing section which looks to the proper introduction of Standard weights and measures in the mandies. Grading stations for wheat, atta and eggs were established in the Patiala area and there is ghee grading laboratory at Narnaul with an output of about 10 000 maunds of ghee per annum. The following acts are in force in the Union: (1) The Agricultural Produce Markets Act, (2) Standards of Weights Act, and (3) The Agricultural Produce (Grading and Marketing) Act.

Veterinary hospitals exist practically in all important centres in the Union. The Patiala and East Punjab States Union has been an important centre for the famous breed of Haryana cattle and Murrah Buffaloes and the services of the Veterinary Department have been in great demand. It is, therefore, proposed to open twenty-five hospitals every year in various parts of the Union and to start bull breeding farms for improving the indigenous breed of cattle and buffaloes. Regular cattle fairs are held at important rural centres to encourage cattle breeding and facilitate the sale and purchase of cattle. The Agriculture Department provides various facilities to make these fairs a success. For the entertainment of the visitors special cinema shows are sometimes arranged. Shows are held where films of educational value are also shown. The cattle development scheme jointly financed by the Indian Council of Agriculture

tural Research and the Union Government for the purpose of improving the milk supply and encouraging the cultivators to start mixed farming has recently begun functioning.

A comprehensive scheme envisaging an expenditure of Rs. 1.6 crores spread over a period of five years has been finally adopted. This scheme includes land reclamation, sinking of surface percolation wells, installing pumping sets and tube wells, compost and green manuring, opening of seed distribution centres, tractors for cultivation, starting of veterinary hospitals and supply of modern implements.

### Horticulture

There is an up-to-date Horticulture Department whose experiments conducted in the hill territory over a decade are being made available to the general public. There are three separate zones according to elevation:—(1) Pinjore representing about 2,000 ft. conducts experiments on mangoes, litchies, spotas, papayas, and pine apples; (2) Kandaghat representing elevation ranging from 4,000 to 5,000 ft. above sea-level, conducts experiments on peaches, apricots, plums, peeps, brambles, and persimmons; and (3) Shelton, ranging in elevation from 5,000 to 9,000 ft. is for apples, pears, cherries and chestnuts.

### Industries

Although agriculture is the main occupation of the people in the Union, the development of industries has not been lost sight of. Two large-scale cement factories are functioning in the Union, one at Surajpur near Kalka and the other at Dadri. The former has a capacity of six hundred tons of cement per day. An up-to-



date biscuit factory, one of the biggest of its kind in India is functioning at Rajpur where there are also factories for the manufacture of starch and chemicals. A large sugar factory exists at Phagwara and another at Hamira. A distillery for the distillation of fine quality liquor is also functioning at Hamira. A number of big and small iron and steel works, with foundries are situated at Kapurthala and Patiala and at other important towns of the Union. There are also two big roller flour mills at Patiala and Bhatanda. Cotton ginning and pressing factories and oil mills are other industries found at a number of places.

### Education

There are in all 10 colleges, one teaching up to M. A. classes and others up to the degree and intermediate and 51 high schools in this Union. Besides there are 74 middle schools, 61 lower middle schools and 812 primary schools as well as two industrial schools and one normal school. The State Government is seriously contemplating starting a university of its own and a sum of Rs. 5 lakhs to serve as a nucleus for the university fund has already been provided in the current year's budget. The proposed university will be a residential teaching university quite secular in nature. A committee of experts has already been set up to chalk out the plans. The percentage of literacy is 89.1.

In addition to a girls' college co-education facilities have been provided at the primary and university stages.

To encourage primary and women's education in the Union, primary education for boys up to the 4th class and for girls up to the 10th class is made free in all schools in Patiala. Harijans and members of other backward

classes are also given free education up to the matriculation standard. The PEPSU Government has very amicably settled the question of medium of instruction in the schools. For this purpose the State has been divided into two zones, the Hindi-speaking zone and the Punjabi-speaking zone. In the Hindi-speaking areas Hindi would be the medium of instruction but Punjabi being the regional language would be compulsory subject from 4th primary class-onward. Similarly in the Punjabi-speaking areas Punjabi would be the medium of instruction and Hindi being the federal language would be compulsory subject from the 4th primary class onward.

The budget provision for education for the year 1950-51 stands at Rs. 66.66 lakhs.

### **Public Health**

An up-to-date and independent medical department exists in the Union with its headquarters at Patiala and all the different medical and health departments have been integrated and placed under the Director of Health and Medical Services. For purposes of administration two districts have been combined to form a civil Surgeoney making four Civil Surgeons in all. Similarly there are four district Health Officers. All the hospitals are located in the urban areas while the dispensaries serve the small towns and rural population.

The Rajendra and Lady Dufferin Hospitals are the main hospitals of the Union which are managed by highly qualified doctors, and specialists. There are two health centres, one at Patiala and the other at Kapurthala. The Union has maternity wards attached to Lady Dufferin Hospital, Patiala, Civil Hospital, Nabha and R. J. Hospital, Kapurthala. There are three touring

dispensaries which cover the entire rural areas and bring medical aid to the very doors of the villagers X Ray and Laboratory facilities are available at Patiala Nobha Sangrur, Faridkot, Kapurthala and Dharampur Arrangements for segregation of infectious disease cases exist in the hospitals at district headquarters There is a T B Hospital with 70 beds at Dharampur and a T B Clinic at Patiala

The Public Health Department has a short term and a long term programme Under the former it is proposed to raise the present number of beds from 1 000 in all the hospitals in the Union to 3 500 in ten years It is also intended to supplement the existing hospitals and dispensaries and raise some of the latter to the standard of hospitals in the next two or three years According to the long term programme which extends over a period of 25 years, hospital accommodation which at present stands at 0.24 bed per 1,000 will rise to 5.67 beds per 1,000 and different areas of the Union will be more fully covered with hospitals and dispensaries The total number of patients both indoor and outdoor treated in all the hospitals and dispensaries of the union was 32,25,501 in 1948-49 At present the Union Government maintains 121 hospitals and dispensaries

The Union Government has chalked out a comprehensive plan for the development of the indigenous Ayurvedic system of medicine, and 25 Aushadhalayas would be opened every year through out the State for the next ten years and an Ayurvedic College is being set up at Patiala to impart training to the Vaidas required for the Aushadhalayas The Government also propose to start a Medical College and as a step towards it the foundation stone of the new Rajendra Hospital at Patiala

has already been laid. The hospital which is expected to cost over 15 lakhs of rupees will serve as a nucleus for the Medical College and it is hoped that by the end of 1951 regular classes would start.

The new budget of the Public Health and Medical Department stands at Rs. 47,08,900.

### **Relief and Rehabilitation**

The Muslim migrants from PEPSU abandoned an area of 7,74,000 ordinary acres of land in the Patiala Union and this was temporarily allotted to displaced persons who had taken shelter in the Union territory to provide them with immediate relief. Joint quasi-permanent allotment operations were started for allotting lands to the displaced persons both in the Punjab and the PEPSU at Jullundur. The allotment has since been completed. Nearly one lakh displaced persons have been allotted, 3,83,665 standard acres of land. The allotments made were generally at a flat rate of 20 bighas per adult member of a displaced family. Provision for financial assistance to the tune of Rs. 50 lakhs for granting loans both to rural and urban displaced persons has also been made for the current year. A further sum of Rs. 1,00,000 has been allotted for grant of loans to displaced students. As regards urban rehabilitation 1,45,678 displaced persons including 25,000 non-Punjabi refugees had been rehabilitated and more than 24,000 houses and 1,400 shops belonging to evacuees had been allotted. As regards industrial rehabilitation, a sum of Rs. 15 lakhs has been included in the current year's budget. In order to enable the bigger industrialists to secure finance from the Rehabilitation Finance Administration of the Government of India, the Rehabilitation Finance Administration Ordinance was enacted during the year.

## Local Self Government

Before the inauguration of the Union each of the co-venanting States had its own rules for the Local Self-Government. The whole system of Local Self Government has now been reorganised and all the Local Self Government laws have been unified. Elections to various local bodies under the new system are now being held.

## Irrigation and Public Works

The greater part of the Union situated between the Jamuna and Beas has alluvial soil. Canal irrigation is resorted to in the southern part of the plains where rainfall is scarce. The major part of the Union is fed by water from the Sirhind Canal with its arterial branches. The PEPSU Government has put into operation a comprehensive plan spread over a period of five years to bring the irrigation system to a satisfactory level. The whole scheme will cost about Rs 15 lakhs. The State Government at present maintains 222 miles of new channels taken over from the Punjab.

The construction of new arterial roads connecting rural areas with important mandies and business centres has already been taken in hand. A 19 mile long metalled road connecting Rajpura with Kalka in a record time of 2 months has been recently constructed. Two other roads connecting Bhatinda with Ferozepur and the other connecting Dam Dama Sahib (a Sikh religious centre) with the main centres of trade and industry are being built and shall be ready within next six months. A sum of Rs 50 lakhs has been provided this year for the construction of new roads and repairing of existing ones.

### Budget for 1950-51

The estimates of the year for 1950-51 show a surplus of Rs. 2,49,600. The total revenue for the year 1950-51 is estimated at Rs. 5,01,70,700 and the expenditure at Rs. 4,99,21,100.

# P U N J A B

(Gopichand Bhargava)

**A**UGUST 15 1947 was a red letter day in Indian history. Having decided earlier to quit, the British handed over the reins of the Government to the chosen representatives of the people on the 'Appointed Day'. This marked the end of an age-old



foreign domination. India at last was free. It was an occasion for universal rejoicing throughout the country, tempered only by the thought of partition. Idealism had to bow its head to the compulsion of events and reconcile itself to the realities of the situation. It was any day better to be divided and free than to be held in

bondage indefinitely. As a corollary of partition, the Punjab was divided into two parts. The East Punjab inherited a comparatively undeveloped territory, the more prosperous areas falling to the share of the West Punjab.

The division was followed by a whole-sale migration of populations from either side. About five million Hindus and Sikhs were evacuated from West Punjab, Sind, Baluchistan and NWFP within a short span of four months. The police and the military played a conspicuous part in it and were recipients of unreserved praise from all quarters on the successful execution of an onerous task. Adequate relief and succour was provided by the Government to the unfortunate victims of mass fury. Tented cities sprang up

overnight all over the province wherein rations, clothes, medicines and other necessities of life were provided free to the inmates. There were at one time more than seven lakhs of people residing in different camps in the province. The Central and Provincial Governments had to incur huge expenditure on their upkeep. Soon after the partition a Liaison Agency was set up with its headquarters at Lahore with a view to salvaging whatever it could of movable property of Indian nationals and help in the task of evacuation and recovery of abducted women and children. The total number of persons recovered during the period from 6th December 1947 to 31st January 1950 in India and Pakistan stood at 12,669 and 6,305 respectively.

The depleted Police Force had a very trying time for the first few months of our National Independence. Adverse economic conditions, brought about by the uprooting of millions of people from their native hearths and homes, had severe repercussions on the maintenance of internal Law and Order. Incidents of crime increased enormously. The police had at first to address itself to the formidable task of filling up the vast vacuum created in its ranks by the exodus of the Muslim personnel. It took them more than a year to recruit about 5,000 men, excluding the Punjab Additional Police and train them. Side by side Law and Order, which all but broke down under the strain of forces released by partition, was re-established and normal conditions were since then restored all over the province. Serious crimes have since then decreased considerably and crime situation has now reached the normal level.

### Rehabilitation

Colossal as the task of evacuation was, it paled into insignificance before the enormity of the problem of



rehabilitation With the rich and fertile canal colony districts lost to West Punjab, Commerce and Industry totally wrecked and the provincial revenues greatly shrunk, the chances of absorbing the displaced persons in the economic set up of the province appeared to be far from bright Yet the Government faced the situation with courage and determination and did all it could to mitigate the severity of displaced persons' lot. It was decided to allot temporarily land, abandoned by the Muslims to all those who either owned or cultivated land in West Punjab Loans and grants were sanctioned on a liberal scale. Allotment of abandoned houses, shops and factories in urban areas to displaced persons was carried out expeditiously About 4 000 new houses in twelve townships were constructed and sold out to refugees. About 6,800 building sites were laid out in various towns 14 000 mud huts, at an approximate cost of Rs. 300 per hut have recently been constructed by the P.W.D. Department More than 50 vocational training centres managed by the Regional Directorate of Resettlement and Employment and the Provincial Industries Department are functioning at present Training is being imparted therein to displaced persons in different trades

The quasi permanent allotment of land, which started in July, 1949, has practically been completed Allotment orders for 1,690,121 acres which constitute 82% of the total evacuee area available for allotment were distributed up to June 14, 1950 Possession of 1,489,144 acres forming 72% of the total area has been given to the allottees

The Punjab Government has now set itself to the task of providing houses to the tillers of soil coming

from West Pakistan. The scheme of rural housing as evolved by the Government will have far reaching effect in the future development of our villages. Of the 6½ lakhs of evacuee rural houses in the Punjab not more than 3 lakhs are in habitable condition, while about 1½ lakh houses are in immediate need of repairs. The rest are in ruins.

The allotment of houses which are intact or which require minor repairs is being effected through Evacuee Housing Committees and Village Housing Panchayats. The laying-out and the demarcation of building sites in about 1,800 villages has been taken up by the Public Works Department. Government have provided a sum of Rs. 10 lakhs for the purpose.

Model lay-outs on accepted standards of village planning are being evolved. These aim at providing three standard types of houses for the land allottees, their tenants and agricultural labourers, with adequate provision for manure pits on the outskirts of the village, village shops, community buildings such as schools, panchayat-ghars, temples, dispensaries, etc.

Out of a total of Rs. 1,05,00,000 earmarked for rural loans during 1950-51, a sum of Rs. 50, lakhs has been set apart for house-building loans.

The construction of community buildings will be carried out and paid for by the villagers through their cooperative societies or panchayats.

Alongside rural rehabilitation the work of urban resettlement is also receiving full attention.

### Public Works

Consequent upon partition, the new State bore the look of blitzed areas. The Public Works Department had

a hard job of renovating and reconstructing a large number of Government buildings damaged during the riots. The maintenance and upkeep of roads, which were subjected to heavy traffic during the post-partition period, was also undertaken. Widening of Grand Trunk Road between Jullundur-Amritsar and Karnal-Ambala has been completed. With the construction of Rupar Gazar Nangal Road, Rupar has been linked with Nangal. The MacLagan Engineering College, Lahore and the Government Engineering School, Rasul found their counter parts in East Punjab Engineering College, Roorkee and the Government Engineering School, Gurdaspur, both of which were started towards the close of the year 1947. These institutions cater not only for the needs of Punjab but also for the neighbouring and contiguous administrations like P.E.S.U., Himachal Pradesh and Kashmir.

#### **New Capital**

Simla, the one time summer headquarters of the United Punjab still continues to be the capital of the new State. The place, however, is not suitable as a permanent seat of administration, both from the point of view of accommodation and public convenience. Construction work in the new capital near Chandigarh has already started. The new township will accommodate half a million people and will comprise of an Administrative Centre, Government Residential Houses, Industrial Centre, Educational and Medical Institutions, and University Town. The Administrative Unit is proposed to be constructed in advance of the main scheme to accommodate Government offices and a population of half a lakh people.

#### **Irrigation**

Punjab's hope for future prosperity and agricultural revival lies mainly on the Bhakra and Nangal Projects.

where work is at fairly advanced stage. The Bhakra Dam is by far the biggest single multi-purpose project under construction in India. Sixty-five lakh acres of land will be brought under irrigation as a result of the completion of the Bhakra Nangal Project. On a conservative estimate, it is hoped that the project will result in increased production of about 1.3 million tons of foodgrains in the country and bring 65% reduction in the foreign imports of foodgrains—a figure to which no other single project can lay claim. Besides, it is estimated that over 80,00,000 bales of long staple cotton will be produced in the area served by this project. The production of fodder will also increase by 400 lakh maunds annually.

The power generated by Bhakra-cum-Nangal Dam will be 4,00,000 K.W. of firm power at 100 per cent. load factor and secondary power of 1,50,000 K.W. at 100 per cent load factor. The total cost of Bhakra Nangal Project will be 130 crores and if the finances are forthcoming from the Government of India, there is every hope that the project will be completed by 1955-56. This will usher in an era of prosperity and plenty, undreamt of in the past.

Besides, irrigation facilities have been given to the vast tracts of land by extending the present minors in Hissar, Amritsar and Ferozepur districts; Shah-Nehr Canal in Hoshiarpur district has been taken over by the Government and is being remodelled. It will bring 47,000 acres of land under canal irrigation.

Irrigation problems of Kangra district are being solved by the renovation zamindari 'kuhls'. A sum of Rs. 1 lakh has been set apart for this purpose.

### Grow More Food Drive

The total area in the United Punjab was sixty million acres with a population of about 32 million people of

which 23.1 million acres of land (33%) and about 14 million peoples (44%) came to the share of Punjab (I). The total cultivable area in our Punjab is 13½ million acres of which only five million acres are irrigated both by canal and well. Besides the loss of main wheat and rice producing tracts to West Punjab the province also suffered greatly in cash crops like fruits and cotton. We have been deprived of 85% of our total cotton area and 96% of area under superior or long staple cotton varieties. Resurrection or recovery of the province, as a whole, depends largely on agricultural development. The drain of precious dollars required for more urgent needs, must be checked at all costs. Our Agriculture Department is making strenuous efforts to make the province self sufficient in its requirements of foodgrains. Improved varieties of different crops have been evolved as would out strip, both in yield and quality, their usual prototypes. An area of 50 000 acres has been set apart for development of seed farms. Pure Seed Act has already been enforced in about 200 villages in compact blocks in various districts. Besides, about two lac maunds of wheat seed of commercial purity has been distributed through the province. Large quantities of pure Jawan of rice and bajra seeds have also been supplied. The spread of American cotton has been pushed up in the Ferozepore district so that the province may regain the lost ground and rank as a grower of long staple cotton.

Legislation has recently been promulgated, requiring the villagers to put their farm-yard manure in pits and the Municipality Act has been modified to compel the municipalities to compost down refuse before disposal. Seventeen Municipalities and 900 villages have already

been notified to undertake work in this respect. The eradication of pernicious weeds and control of insect pests and diseases has also been taken up. Villages notified from time to time will be under obligation to carry out this work in their respective areas.

*Taccan* loans for sinking 2,534 wells have been sanctioned since the partition. The number of wells constructed and under construction stands at 1,235 and 1,575 respectively. It is intended shortly to launch a scheme of installing tube-wells in the province on 'no profit no loss' basis. It is proposed to construct fifty tube-wells during the current financial year.

In order to intensify the drive for improvement in agriculture, the Revenue Staff has been associated with the Agricultural Staff. Besides, Grow More Food Committees have been formed in all the districts. All the Heads of beneficent Departments at the district headquarters and influential publicmen are associated as members of these committees. A sum of Rs. 4 lacs has been sanctioned for awarding prizes to those cultivators who secure the highest yield per acre for various food crops.

### Food Self-sufficiency

Punjab has become a surplus state in the matter of foodgrains within a short span of 2½ years. The state was deficit in 1948 but became surplus in 1949 and exported rice to other States. In 1950, in spite of the failure of gram crop, we have an overall food surplus. Punjab has promised to lend 41,000 tons of wheat during the current year.

### Industrial Revival

The industrial life of the province was completely dislocated as a result of partition. The State was faced

with innumerable problems arising out of general insecurity. There was acute shortage of raw materials capital technicians and markets. These have been adequately tackled during the last 2½ years. The industrial production in the province has already registered an upward trend.

The number of registered factories in the province has risen from 500 to 1 000 since partition. About 260 new companies with an authorised capital of Rs 8 crores have been incorporated and 1 339 firms registered under the Indian Partnership Act.

Loans and subsidies amounting to Rs 4 40,000 and Rs 1 35 115 respectively were sanctioned to rehabilitate the industrialists from West Punjab. Efforts are also being made to secure money from Rehabilitation Finance Administration for bigger industrialists.

Power is another essential requirement for the development of industries. Pending the completion of the Nangal Power Project in 1953, thermal sets are being installed in different towns.

### Work Centres

In March 1949, 18 months after the partition 1 20,000 displaced persons were still drawing free rations in various relief camps in the province and the Government was spending Rs 25 lacs per month to feed them. With a view to reducing strain on the exchequer and encouraging the displaced persons to stand on their own legs, it was decided to start Work Centres in the province. The Government scheme is to set up a number of factories at their own cost supplying equipment, raw materials and technical and managerial staff. Eventually

as the workers find themselves self-supporting the factories will be passed on to Co-operative Societies of displaced persons who are working at these centres.

Work sheds at a cost of Rs. 9 lacs have been constructed at a number of places. Most of the technical and other staff has been recruited. Machinery and equipment worth 11 lakhs has been purchased. Some of the latest machinery for cottage industries is being imported from Japan and indents for 300 German reparation plants have been placed. Nearly Rs. 5 lakhs have been spent on raw material and some of the centres (like, silver and copper work, hat making, dyeing and calico printing, glass, bangles, soap-making, laundrying, munj-matting, pottery, wood work etc.) have started functioning. These centres are working in ten towns of the province. 2,501 persons have been enrolled and 1,600 are working in these centres. Arrangements for 2,500 persons have been made.

### New Industrial Sites

Another serious problem facing the province was flight of capital as industrialists were fleeing to other provinces. To counteract this tendency and hereby remove the threatening danger of future prosperity of the province, the Government decided to set up industrial towns at Bahadurgarh, Sonapat, Panipat, Jagadhri, Ludhiana, Jullundur, Rupar and Khanna. At all these places land has been acquired and divided up into plots. These plots are being given out on 'no profit no loss' basis and in the neighbourhood of these factories all facilities such as financial the prices vary from Rs. 1,200 an acre to Rs. 2,000 an acre. Nearly 1,000 plots have already been allotted while the remaining are under allotment. For the speedy develop-



ment of these factories all facilities such as financial loans, power, building materials at cost price, etc., are being provided to the allottees

The Department of Labour, which formed a part of the Industries Department, is now functioning independently at Ambala. The province has been free from industrial disputes to a great extent and cordial relations have prevailed between the employers and workers. It has recently been decided to constitute Work Committees in the industrial establishments employing 100 or more workers a day. 46 out of 67 such industrial establishments have already formed committees.

Panchayats in Punjab have a very large measure of autonomy. In order, however, to make them fully representative of the village communities and to make them full fledged autonomous units of self government it is proposed to reorganize them. With this object the new Punjab Gaon Panchayat Bill has been drafted to replace the present Punjab Village Panchayat Act, 1939. The Bill has been circulated for eliciting public opinion. Over 15,000 villages of Punjab will have full autonomy when the Bill becomes law.

### Forest Wealth

Seventeen Forest Divisions fell to the share of our province as against 14 divisions to that of West Punjab. We were, however, deprived of our shisham and mulberry plantations. The latter was particularly important for the sports industry. New plantations are fast being raised to make up the deficiency. 6,663 acres in Ludhiana district and 4,264 acres in Gurdaspur district have been

allotted for the purpose. Efforts are also being made to raise fuel plantations in order to meet the shortage of fuel in the province.

With a view to encouraging indigenous system of medicine, it is intended to establish pharmaceutical gardens on an experimental scale at Manali (Kulu Valley), Nurpur (Main Kangra Valley) and Kalesar. As a result of persistent efforts, the annual yield of resin from chil forests in Kangra and Hoshiarpur forest division has gone up from 55,000 to 65,000 maunds.

### **Dairy and Poultry Farming**

Cattle wealth plays an important part in the economy of the State. There are at present 194 Veterinary Hospitals, 29 permanent outlying dispensaries and about 600 ordinary outlying dispensaries in various districts. 27 new regular veterinary hospitals have been opened since the partition.

The Veterinary Vaccine Institute, Dagshai, which started functioning in October, 1948, is producing Goat Tissue Vaccine on a large scale for the immunisation of cattle against Rinderpest. It is contemplated to shift the Institute to Amritsar, where production of other types of sera and vaccines will also be undertaken. The Government Livestock Farm, Hissar has formed the hub of Live-Stock Breeding activities in the province. A Murrah Buffalo Breeding and Dairy Section with a basic herd of 100 buffaloes of the famous Murrah Breed was added to the farm in the year 1948. 59 cows of Montgomery or Sahiwal Breed and two pedigree bulls were also purchased and established a separate nucleus herd. The Veterinary College, Hissar which was started in February, 1948, is fully established by

row and compares favourably with any other veterinary teaching institute in the country. Dairy industry in the province is being organised on scientific lines under the guidance of a Dairy Development Officer. In order to provide opportunities to private dairy enterprisers for training in the method of milk production and its handling and marketing on scientific lines, a short three months' course has been arranged at the Government Live Stock Farm, Hissar. Similar classes are being held at Gurdaspur to train men in poultry husbandry work.

The Punjab Government have also passed the East Punjab Animal Contagious Diseases Act 1918, to provide for the prevention and control of contagious diseases affecting animals.

### Fisheries

The Veterinary Department took over the work relating to the development of Fisheries in the State in April, 1949. Proper check is being exercised on the preservation of fish life.

In order to increase the fish resources of the State a scheme for stocking impounded waters with fish has recently been started in pursuance of the 'Grow More Food' drive. The scheme is progressing satisfactorily and is bound to affect a considerable increase in the fish production in the State.

Fishing trade was hit hard by the migration of Muslim fishermen to Pakistan. To cope with the situation, catching and marketing of fish was started in the districts of Amritsar, Kangra, Jullundur, Karnal, Ambala and Gurgaon by issuing joint licences to fishing parties. Fish is now caught on share basis and marketed.

under departmental supervision. Fish shops have also been opened by the Department at Amritsar, Jullundur, Ludhiana, Ferozpur and Simla.

### *Education and Health*

The percentage of literacy in India is lowest in the world. The success of our young democracy largely depends on the education of the masses. The Punjab Government has been spending a large portion of the funds reserved for beneficent activities in the province; on education. Almost all the displaced educational institutions have been rehabilitated and a new university instituted. The Government has recently launched the social education scheme for the adults. Its object is to make our rural brethren happier and better citizens. Of 134 centres already working, 108 are for men and 26 for women.

The Medical and Public Health Departments were amalgamated last year under the unified control of one Head of Department.

Glancy Medical College, Amritsar, the only medical institution in the province, has been equipped with the latest scientific apparatus. A new Pathology Block has been added to the College. Teaching in tuberculosis has received the special attention of the authorities and the Gujar Mal Kesra Devi Tuberculosis sanatorium was taken over by the Government in June 1949, for the purpose. A team of foreign experts under the auspices of Danish Red Cross and the U.N.I.C.E. Fund visited the province last year. They trained four Government teams in B.C.G. vaccination, who have taken up the work initiated by the former and are now touring various districts of the province.

Twenty rural and 17 subsidised dispensaries will shortly be started to supplement the existing dispensaries in the rural areas. The target fixed in 1925, of having one dispensary for a mean of 100 square mile area and 30,000 population, will be attained as a result thereof.

For affording better medical relief in 'urban areas, the civil hospitals at Jullundur and Karnal have been modernised. The equipment has been brought up to modern requirements by the addition of instruments and appliances of the value of Rs 1 lakh. Besides the physicians, surgeons and doctors trained in X-ray Anaesthesia, Laboratory and Blood Transfusion adequate nursing personnel have been employed in these hospitals. Seven more hospitals have been provincialised.

Punjab Health School has been restarted at Ludhiana for the training of Lady Health Visitors.

### Elections

It is expected that the General Elections will be held some time in the summer of 1951. Draft Electoral Rolls have already been prepared in this State and made accessible to the public from November 1, 1949. This has given the electorate sufficient time to prepare themselves to put in claims and objections and the work of preparation of supplementary voters list is in full swing.

### Finance

The provincial economy was put to a severe strain as a result of the partition and its aftermath. The provincial budgets for the years 1948-49 and 1949-50 were deficit. More than 15 crores of rupees had to be set apart for the rehabilitation of the displaced persons.

alone. It was necessary to effect economy and modify a number of development schemes in the State and levy new taxes to meet the increase in expenditure. General Sales Tax was revised and enforced in the province from the 1st May, 1949.

As a result of these and other measures, it has been possible for the province to balance its finances. The budget estimates for 1950-51 showed Revenue receipts of Rs. 16.18 crores, with Revenue expenditure of Rs. 16.14 crores, leaving a small surplus of Rs. 4 lakhs.

### Conclusion

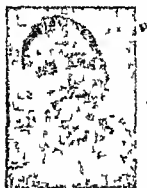
Punjab (I) which is one of the smallest States in the Union, has, on account of its strategic and geographical position, come to be reckoned as a most important unit. Its people have overcome all odds and difficulties and emerged triumphant by displaying rare fortitude and courage in the face of a most baffling situation, heroically bearing the slings of misfortune. If the past is any indication to the future, nothing but greatness awaits this young State.

The greatest need of the hour is co-operation between people and the Government in the task lying ahead. Posterity will judge us from the way in which we acquit ourselves in this crucial phase of our history. Our real battle, in fact, begins only now. As Dr. Pattabhi Sitaramayya has aptly said: "The era of martyrs has passed. We enter upon an era of heroes and statesmen, of poets and philosophers, an era of reconstruction of the nation and reorientation of the national outlook."

# RAJASTHAN .

(Hiralal Shastri)

**R**AJPUTANA is the name given to nearly twenty Indian States some of which were the oldest in the country with a great history behind them. Along with political awakening amongst the people there was a growing demand for the unification of all the



Rajputana States together with the Chief Commissioner's province of Ajmer Merwara. Under the guidance of our great leader Sardar Vallabhbhai Patel there was a quick process of integration in the country which affected all the old Indian States in one form or the other. Of the Rajputana States Alwar Bharatpur Dholpur and Karauli were first integrated into the small Matsya Union on the 18th March 1948. A week later the nine States of Banswara Bundi Dungarpur Jhalawar, Kishangarh Kotah Paltapgarh Shahpura and Tonk were formed into the first Rajasthan Union which was joined by Udaipur also on the 18th April, 1948. The integration of Bikaner Jipur, Jaisalmer and Jodhpur took another year, and the State of Rajasthan was inaugurated by Sardar Patel on the 30th March 1949 when His Highness the Rajpramukh and the Chief Minister took the oath. The Government of the new State began to function on the 7th April 1949. The four States of the Matsya Union were amalgamated with Rajasthan on the 15th May, 1949. The major portion of the Sirohi State was

merged into Rajasthan as late as the 15th January, 1950. Ajmer-Merwara, which is in the centre of Rajasthan, still continues as a separate State under Central administration.

The first task that confronted us was the creation of a unified State out of so many different and heterogeneous units which had been in separate existence for hundreds of years. The process of unification was not only difficult and complicated but also unpleasant and painful. Even the smallest of the covenanting units was an autonomous State with all its paraphernalia, in fact, much more autonomous than the present big State of United Rajasthan. In each unit there was the Prince's court and the highest administrative and judicial authorities were within easy reach of the people. It seems that much of the apparent prosperity of the Capital town of a Unit was due to the existence of a Ruling Prince, his Palace, his Darbar and the entire administrative machinery readily available round about him. And the personal element relating to the Prince was always there. Now, inevitably, there could be only one Capital and although an honest attempt was made to locate some of the important offices in towns other than the Capital, the other headquarters of the former States, generally speaking, could only be given a Commissioner's or a Collector's or a Sub-Divisional Officer's office. In the process of integration the Secretariat of the Rajasthan Government was established at Jaipur; five Commissioners' divisions were formed with headquarters at Jaipur, Jodhpur, Udaipur, Bikaner and Kotah; twenty-five districts were created, *viz.*, seven each in the Jaipur and Jodhpur Divisions, five in the Udaipur Division and three each in the Bikaner and Kotah Divisions; and 78 Sub-Divisions and 215 Tehsils were formed.



A uniform customs tariff has been enforced and all inter-state customs barriers have been abolished. The Rajasthan High Court was located at Jodhpur, with a Bench sitting at Jaipur, and the integration of the judiciary has been completed. The Revenue Board has been established with headquarters at Jaipur. The integration of all the other departments has been finished. The creation of the Rajasthan Public Service Commission with a Chairman and two members has been completed. The University of Rajputana continues to function with headquarters at Jaipur, but the University Act is being revised to suit the changed conditions. Laws have been unified. Revised pay scales have been sanctioned for most of the State servants on a unified basis. The work of creating the various Rajasthan Services and fixing the cadres is in progress. We hope to complete the full and final picture of the United State of Rajasthan by the end of 1950.

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We inherited the budgets of the covenanted units the totalling of which gave us Rs 17,00,23,000 as receipts and Rs 18,66,75,000 as expenditure thus revealing a deficit of Rs 1,66,52,000. As it was not possible to frame a new budget immediately, we had to carry on with the old budgets for the first six months. But we controlled expenditure with a firm hand. As a result, we found that the actual deficit for the first half year would not, in any case, exceed half the proportionate amount of Rs 83,26,000 based on the total deficit of Rs 1,66,52,000 for the full year. For the second half year—from 1st October, 1949 to 31st March 1950—we framed a new budget with estimated receipts of Rs 3,83,00,000 and expenditure of Rs 3,23,00,000 foreshadowing a surplus of Rs 60,00,000. But at the end of the year we had every reason to hope that in place of a much-feared deficit of

Rs. 1,66,52,000 we would have a surplus of Rs. 27,00,000. As a result of federal financial integration certain heads of our revenue and expenditure have been transferred to the Centre. Roughly, the estimate of income of such heads works out to Rs. 3,15,00,000 and that of expenditure to Rs. 2,38,00,000. Leaving out these figures, our budget estimates for 1950-51 give Rs. 16,09,00,000 as receipts and Rs. 15,59,00,000 as expenditure, showing a balance of Rs. 50 lacs,—30 lacs out of which have been placed at the disposal of ten Welfare Boards for Adivasis, Harijans, Kisans, etc., and the remaining Rs. 20 lacs is being treated as General Reserve for unforeseen expenditure. The expenditure side includes (1) Rs. 60 lacs for meeting additional expenditure to be incurred in connection with the unification and revision of the scales of pay of State servants (2) Rs. 45 lacs for the One Year Welfare Plan of Rs. one crore and (3) Rs. 20 lacs as contribution to the Famine Fund. These three items and the balance of Rs. 50 lacs amount to Rs. 1,75,00,000. This means that, when we took over last year, we started with a deficit of Rs. 1,66,52,000 but during the year we not only made up the deficit but were in a position to expect a surplus of Rs. 27 lacs; and for the coming year we started with an extra capacity to spend Rs. 1,75,00,000 over and above the normal expenditure on the old basis. The total of the amounts provided in the new budget for public utility services is Rs. 7,84,05,000, which is nearly 50 per cent of the total expenditure and which exceeds the total of the amounts provided under these heads last year by Rs. 1,83,67,000. Besides this, the capital budget includes Rs. 4,84,75,000 for public utility works.

Rajasthan, with an area of 1,30,316 sq. miles, is the largest State in the country—a large part of which is

mountainous and a much larger part is desert. We lack in the means of communication and otherwise, too, we have not been well-equipped. There are other factors also which make the maintenance of law and order in this State difficult. Then there is a border extending over 700 miles. All possible steps have been taken to strengthen the Police which has been supplied with modern equipment and better transport facilities. Arrangements for the training of police staff have been made. Efforts of the police to break up gangs of dacoits have met with singular success. Not less than 12 notorious dacoits have been shot down and 334 have been arrested. The pursuit of dacoits continues and the few of them that remain will be accounted for before long. The C I D is being re-organised and the staff is being given special training in modern methods of crime detection. Special police squads have been formed to eliminate crime. The Chowkidari system is being reformed and village home-guards are being organised to supplement police efforts for suppressing crime.

Taken as a whole, Rajasthan is deficit in food-grains. Last year, famine conditions prevailed in almost the whole of the Jodhpur Division and a large part of the Udaipur Division. To add to our difficulties, there was wide-spread cold wave damage to the winter crop also. Famine relief measures were undertaken on a large-scale. A steady supply of foodgrains was maintained in the affected areas and food and fodder depots were opened wherever necessary. The needy people were given occupation through the construction of roads and digging of wells and tanks. Over 13 lacs of people were employed under famine relief measures. A two-year plan has been drawn up to augment food production in the State. The

plan includes distribution of seeds and fertilisers, provision of bullocks, exploitation of all the irrigational facilities by digging new wells and deepening the existing ones, bringing new land under the plough and adoption of better ways of agriculture. We do hope to be self-sufficient in food by the end of 1951 and we have informed the Government of India of our resolve not to take, except in a situation of grave emergency, foodgrains from outside the State after December 1950. Of the long-range major schemes the Chambal project (estimated cost Rs. 20,00,00,000) tops the list. Next comes the Jawai project costing Rs. 2,36,00,000 which has made good progress. Then there are the Mandalgarh, Todi, Chandsarowar and the Morel schemes each costing 15 to 20 lacs of rupees and 175 other projects involving an expenditure of nearly Rs. 160 lacs.

Administration of land is a big and intricate problem in Rajasthan. The problem is further complicated by the existence of jagir areas on a large-scale. Not less than three-fifths of the total area, namely 77,000 sq. miles and not less than one half of the total number of villages, namely 16,780 are under the Jagirdari system. Of these 16,780 villages only 5,454 have so far been surveyed and settled. In 6,042 villages settlement operations are now in progress. In the remaining 5,284 villages settlement operations have yet to be taken up. Out of the Khalsa or non-Jagir villages 14,358 have been settled, settlement operations are going on in 808 villages and in the remaining 1,472 villages settlement work has not yet been taken up. The immensity of the problem can be judged from these figures. In the unsettled jagir areas the landholders mostly take a share of the produce from the cultivators which varies from place to place, going in some cases up to

one-half of the produce. There are jagirdars of many varieties according to the description and size of the jagirs. There are many small jagirdars who are in no way better placed than the cultivators. Last year the Government of India appointed the Rajasthan Madhyabharat Jagir Enquiry Committee to examine and report on the Jagirdari and Land Tenure systems of Rajasthan and Madhyabharat. The Committee submitted its report towards the end of 1949 which has since been published by the Government of India. The said report together with the views of the Rajasthan and Madhyabharat Governments is being examined by the Government of India who are expected to take a decision in the matter before long. It is recognised that the Jagir system of the mediaeval ages cannot be allowed to continue in modern times. But it will be in the interests of all concerned, if the process of abolition is made smooth and peaceful. The jagirdars perhaps naturally expect that they would be given time to adjust themselves to the changed circumstances and the very small jagirdars will have, in any case, to be given some special consideration not incompatible with the interests of the actual tillers of the soil. The various rights of the jagirdars have already been taken away, in some parts of the State rent is also collected directly through Government agency. With the settlement of the major question of Jagirs, the stupendous responsibility of the administration of land will fall directly on the Government of the State. Should it be found necessary, the question of reforms in the field of land tenures and tenancy rights can, however, be taken up separately without waiting for a final decision on the major issue. Interim measures of relief to the tenants, e.g., an ordinance prohibiting ejectment, have already been taken.

The creation and administrative organisation of a modern State out of heterogeneous elements of a mediaeval character has, by itself, been a heavy responsibility. But other matters also had to be taken up. Steps are being taken to place the system of local self-government on a sound footing. The development of co-operation is making satisfactory progress. Industry and labour are being looked after by separate Ministries. Attention is being given to the extension of road transport in the State. Education and health services are getting their due share of Government effort. The big problem of giving relief to and arranging for the rehabilitation of lacs of displaced persons has been tackled with a fair measure of success. Besides all this, we have undertaken three new schemes. Firstly, as soon as we got breathing time after the preliminary work of integration was over, a One Year Plan of Welfare was formulated and put into action immediately. A sum of rupees one crore has been provided for the purpose. The whole State has been divided into 500 urban and rural units. Some work or the other is being undertaken in each unit under the One Year Plan. The work may be the opening of a school or a dispensary or an Ayurvedic Aushdhalaya or a maternity home or a veterinary hospital; or it may be the making of a badly needed road-link, or a well or a tank for drinking water, or it may be the provision of some other facility wanted by the locality concerned. Secondly, for direct and immediate service which could be taken up with as little of official formalities as possible, ten non-official Boards, each with a Minister as Chairman, have been created and a total amount of Rs. 30 lacs has been placed at their disposal. This is a novel experiment of combining non-

official talent for service with State resources and it is hoped that it will render speedy and substantial service to the Adivasis, Harijans, Kisans and Displaced persons and to the cause of Ayurveda, Sanskrit, village industries, local self-government, public health and popular education. And, thirdly, we have appointed a Committee to explore avenues of immediate employment for the inhabitants of cities and towns most of which have been adversely affected by the new process of unification and integration of the various old units. A capital of Rs 50 lacs has been set apart for this purpose. Naturally, much depends on the success of the Committee in preparing practical schemes which be readily taken up.

The foregoing is a very brief account of what has been done in the new State of Rajasthan from the 7th April, 1949, to the 15th August, 1950. Regardless of the fact that Rajasthan was a State still in the difficult and painful process of creation and formation the people were entitled to expect big things from us bringing relief and cheerfulness to them. Those who were harassed and oppressed naturally wished that the causes of harassment and oppression should be removed without delay. Those who were in the enjoyment of certain amenities in the small units could not like to be deprived of any of them owing to the replacement of their autonomous units by the bulky State of Rajasthan which they will yet take time to recognise as their own and for the sake of which in the meantime, they will have to suffer a little. The people of Rajasthan, along with their fellow countrymen elsewhere in India, will realise that Swaraj is a boon by itself, and that the difficulties now seeming somewhat frightful in contrast with the apparently favourable conditions prevailing under the old dispensation will soon

come to their end, provided that they all put in a combined effort to overcome the initial handicaps of a liberated land. The integration of Rajasthan was demanded by the people who themselves are now masters of their own destiny. The masters should, then, co-operate in putting their new house in order. Clarity of vision and unity of purpose must now come in to help the people in the tasting of the fruits of equal opportunity for all without the distinction of high and low which is fast disappearing. The coming General Elections to be held on adult franchise will for the first time in history afford the people of Rajasthan a great opportunity to prove the wisdom of their choice of which, I do hope, they will give unmistakable evidence in abundance.



# SAURASHTRA

(U.N. Dhebar)

**T**HE State of Saurashtra was inaugurated on the 15th February 1948 by the Hon'ble Sardar Vallabhbhai Patel. The work of taking over of all the States and Estates which had been integrated into this State was completed on the 15th April 1948, a day which was celebrated throughout the State as Union Day.



His Highness the Maharaja Jam Saheb of Nawanagar became the Rajpramukh of Saurashtra. By a subsequent amendment of the Covenant he has been made the permanent Rajpramukh. His Highness the Maharaja Saheb of Bhavnagar was the

first Up-Rajpramukh; later on his assuming the office of the Governor of Madras His Highness the Maharaja Raj Saheb of Dhrangadhara became the Up-Rajpramukh.

Syt. U. N. Dhebar formed the first Ministry on the 15th February 1948.

## Achievements of the first year

In this year, the services were unified, the administrations integrated into one and a modern machinery of government set up. A Public Service Commission was also established.

A serious famine faced the Government. Adequate and expeditious governmental action was taken, at a

total cost of rupees three crores. There were no casualties amongst men and only a small number of cattle died.

Soon after the formation of the new Government steps were taken to elect a Constituent Assembly as laid down in the Covenant. This Assembly was later converted into a Legislature.

The important achievements of the Government in the first year were: establishment of local self-government, the bringing of the railways under a single administration, and the introduction of uniform factory laws.

### Achievements during the years

1948-49, 1949-50 and 1950-51

Crime has been considerably decreased, dacoit gangs which were somewhat formidable have been exterminated, and police efficiency has been considerably increased. In 1948-49, the expenditure on the Police Force was Rs. 70,25,273. The estimated expenditure for the year 1950-51 is Rs. 1,07,91,000.

The Government has committed itself to the policy of free and compulsory primary education. 100 new schools were opened in the year 1949-50. 2 new Teachers' Training Colleges have been opened bringing the number of such institutions to 4. Today there are 720 trainees at these institutions. Pay scales have been revised.

One Lokshala and Adhyapana Mandir and several training camps have been opened throughout the State and refresher courses are being held at regular intervals. Expenditure on primary education was Rs. 62,36,800, on secondary education, Rs. 21,95,100 and on collegiate education, Rs. 5,94,5000.

New Commerce and Science Colleges have been opened in Bhavnagar Plans are afoot for the opening of a Medical College and an Agricultural College

3 new Technical Institutions have been opened 12 Scholarships for advance technical studies abroad for 2 years on scientific and technical subjects have been sanctioned and 7 scholars have already been selected

An Olympic Meet was held during the year

A nutritional survey of school-going children was conducted with the help of the Medical Association The findings are receiving the consideration of the Government

Expenditure on education has been as follows—

<i>Year</i>	<i>Total Expenditure on Education</i>
1948-49	Rs 61,82,309
1949-50	Rs 1,05,97,000
1950-51	Rs 1,09,11,000 (estimate)

The Government runs 28 hospitals and 217 dispensaries and gives grants-in-aid to 23 dispensaries. Expenditure on this head amounts to Rs 40,96,000 expenditure on public health to Rs 18,88,000

A filaria survey was conducted in the Sorath District and steps are being taken to combat this disease Anti-malaria work calculated to benefit a population of one lakh was undertaken The incidence of malaria was reduced to 60 per cent

Prompt measures were adopted to combat cholera epidemics in Vasavad and Amron Poliomyelitis clinics have been opened at Rajkot and Jamnagar

A team of experts was invited and local teams have been trained of which 3 are at present working in the State.

### Industries

Uniform laws following the all-India pattern have been adopted. Land acquired for new industries have been given on lease on nominal rent. The Government has helped industrial concerns by subscribing to their shares and by industrial loans to the total extent of Rs. 90,00,000. An Industrial Finance Corporation with an authorised capital of Rs. 2 crores has been established and an Industries Assistance Commission to consider applications for financial assistance has been set up. Labour laws similar to those in force in other parts of India have been introduced. The policy of conciliation in Labour-Capital disputes is being vigorously pursued.

An increase of 50 to 60 per cent. in the existing power supply is expected to be achieved in the near future. An Electrical and Power Generation Board consisting of experts was appointed which has submitted a long term plan which is now under the consideration of the Government. The installation of 6 to 7 big thermal stations within a period of 5 to 7 years is contemplated. These will supply the needs of medium size industries, cottage and village industries, lift irrigation and rural electrification.

Geological and mineral surveys are being conducted. Though there is probably no coal, Saurashtra is rich in other minerals.

An Industrial and Trade Advisory Council consisting of prominent industrialists and businessmen has

been set up. The Council has sub-committees dealing with different industries. Expert Committees on minerals, salt and wool have carried out valuable investigations and are now compiling their reports.

### Cottage and Small-scale Industries

Provision has been made for giving loans to individual craftsmen and artisans as also to industrial co-operative societies. A special board for cottage and small scale industries has been set up. An Industrial Cooperative Association with an authorised capital of Rs. 10 00 000 out of which the Government subscribed Rs. 2 50 000 has been established. An Industrial Exhibition was held in Bhavnagar in the current year.

### Public Works

The following 3 major irrigation schemes are under execution —

<i>Name of Scheme</i>	<i>Estimated Cost</i>
1. Ranghola Reservoir Project	Rs. 51,05,000
2. Machhu Irrigation Project	Rs. 68 04,000
3. Construction of an earthen dam across river Brahmanji	Rs. 72,40 000

Five minor schemes costing Rs. 45,43,000 were undertaken and some of these have been completed. The total area thus irrigated or reclaimed will be 45,700 acres. Expenditure incurred on the maintenance of minor irrigation works amounted to Rs. 3,33,000.

14 deep borings for water were successfully effected.

The following are the figures on road works.

(i) Milcage of earth work on new roads	450
(ii) Cost of above	Rs. 26,00,000

(iii) Estimated cost of asphaltting roads in 1950-51	Rs. 15,70,000
(iv) Estimated cost of R.C.C. bridge on River Ozat	Rs. 2,84,700

### Lands Reforms

There are 4,500 villages in Saurashtra out of which 1,200 are either fully or for the greater part owned by Girsadars.

Immediately after the formation of the State the Government granted full tenancy rights to Khalsa (Government) tenants. The system of assessment in kind has been converted into assessment in cash (vighefi) with the resultant loss in revenue of Rs. 43,00,000

The Saurashtra Gharkhed Tenancy Settlement and Agricultural Lands Ordinance 1949 has brought the Zamindari cultivators almost to a level with the tenants of Government lands. Numerous vexatious levies imposed by the former States have been relinquished at a total cost to the Government of Rs. 2,50,000.

The total area of land brought under cultivation was 1,19,000. Waste land rules on the lines of the Bombay rules have been adopted and wide powers have been delegated to district revenue officers. These rules offer liberal revenue concessions.

In 1949-50 the total *taacari* given amounted to Rs. 95,00,000—Rs. 25,00,000 for wells and the remainder for bullocks, seeds, manure, grass, etc.

The work of compiling a Record of Rights of 200,000 occupants is in hand and is expected to be completed within two years.

The reserve forest area has been increased from 650 to 800 sq miles

The Government have purchased 50 tractors to implement the grow more food scheme

### Local Self-Government

At the time of the formation of Saurashtra there were in all 18 Statutory and more than 80 non Statutory and irregular municipal bodies Saurashtra will shortly have more than 100 municipalities all functioning under uniform and modern municipal legislations Steps have been taken to transfer to these bodies properties funds and sources of revenue legitimately belonging to them A uniform system of octroi with rules and schedules of rates has been evolved and commended to the municipalities

A Gram Panchayats Ordinance has been enacted and several panchayats have been established Steps are being taken to constitute a Central Village Panchayats Board

### Communications

The total mileage of the Saurashtra railways has been increased from 1248 to 1351 The pay scales of railway servants have been regularised and increased

The various local sea customs duties levied by the former States have been abolished and uniform port charges have been prescribed On the recommendation of an Expert Committee the Government has undertaken a scheme calculated to provide better facilities at the ports at an estimated cost of Rs 54.74.000

Sea customs were transferred to the Government of India on the 15th July 1949 and with this transfer the Viramgam Customs Cordon was abolished.

### **Uplift of Backward Classes**

Boards to look after the interests of (i) Scheduled Castes (ii) Scheduled Tribes, and (iii) other backward classes have been set up. There are rules for giving special remission of fees to students from backward classes and 354 such students took advantage of these concessions which in their case amounted to Rs. 24,880. Grants given to Harijan students amounted to Rs. 14,000. The Government has fixed certain percentages for the recruitment of persons from the backward classes in certain Government services.

The Government is running 8 Culture Centres for backward classes.

### **Cooperative Movement**

The Bombay Cooperative Societies Act has been adopted with suitable modifications. 9 Graduates were sent to the Cooperative Training College, Poona. Special training classes were conducted in each district and training was imparted to 151 persons.

In April 1948 there were only 218 Credit Societies, but by the end of June 1950, 508 such Societies were working which included the following:-

- 1 District Cooperative Bank
- 240 Agricultural Credit Cooperative Societies
- 98 Agricultural Multipurpose Cooperative Societies.
- 4 Urban Cooperative Credit Societies
- 7 Better Farming Cooperative Credit Societies



- 3 Joint Farming Cooperative Societies
- 9 Motor Transport Cooperative Societies
- 1 Builders Cooperative Society
- 4 Taluka Purchase and Sale Cooperative Societies
- 1 Maldhari Seva Sangh (Cattle Breeders' Cooperative Association)
- 1 Gnan Prachar Cooperative Association
- 1 Supervising Union
- 41 Producers' Cooperative Societies
- 71 Consumers' Cooperative Societies
- and 3 Housing Societies

The Cooperative Societies dealt in goods worth more than Rs 52,00,000 out of which the value of non-controlled commodities was Rs 7 80 000

### Economic Survey

This work is being done under the guidance of Prof C N Vakil. A Bureau of Economics and Statistics has been set up. In March 1950 the survey of 32 villages selected from the 5 districts of the State was undertaken. 22 Investigators specially trained at the University School of Economics and Sociology, Bombay were sent to these villages. These experts have finished their work and it is now proposed to undertake the survey of certain urban areas.

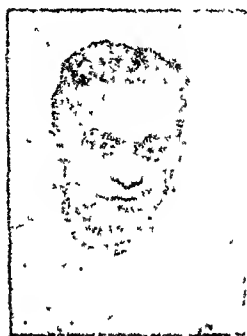
### Finance

This year's budget of the State is a surplus one, with the estimated revenue of Rs 7,59,05,000 and the estimated expenditure at Rs 7,56,16,000. No new tax has been introduced during this year's budget. It may also be noted that the Government is to spend about Rs 3,87,00,000 on the nation-building departments alone.

# TRAVANCORE—COCHIN

(T.K. Narayana Pillai)

**H**APPILY the first of the integration of Travancore and Cochin synchronises with the third year of India's freedom. The integration of the two ancient States of Travancore and Cochin into the new State of Travancore-Cochin has opened a new epoch in the history of these two States.



This epoch is marked by an all-round progress in the State. A more vigorous food production drive, an ambitious scheme of house construction, better transport and communications facilities, a programme of rapid industrialisation, more facilities in respect of Public Health, better legislations for the labour, a systematic pro-

gramme for the advancement of backward communities, progressive extension of Prohibition, Anti-corruption Drive, a busy programme of legislations, more educational institutions, introduction of Hindi as compulsory subject—these are a few of the salient features of the progress which characterise the dawn of this new epoch.

## Legislation

The integration of the two States naturally necessitated a number of new legislations. 31 ordinances and 35 legislations passed by the Assembly have come into force till date. Of the various legislations the most important ones are the Civil Disabilities Removal Act,

Social Disabilities Removal Act, Industrial Disputes Act, the Panchayat Act, the Cochin Temple Entry Amendment Act, Prevention of Corruption Act, Agricultural Sales Tax Act, Public Safety Act, etc. The Civil Disabilities Removal Act provides against the discrimination against any person in the matter of admission to or service in a secular institution on the ground of his belonging to a particular religious caste or creed, the Removal of Social Disabilities Act provides that no person shall incur forfeiture of his right of inheritance or of rights to property by reason of his renouncing or having been excluded from the communion of any religion, the Hindu Religious Institutions Act provides for the administration of the property belonging to Devaswoms and the constitution of a committee for the same, the Panchayat Act unifies the Legislation obtaining in Travancore and Cochin areas and grants among other things, adult franchise for election to Panchayats and important rights to local bodies including the right of taxation in certain respects, the Cochin Temple Entry Amendment Act throws open Sri Puranthrayeesa Temple at Thrippunthura to all classes of Hindus and widens the definition of Hindus appearing in the original temple entry proclamation of the Cochin area thereby enabling all classes of Hindus to enter the temples, and the Prevention of Corruption Act provides for dealing with offences relating to corruption under a social procedure apart from corruption being an offence under the Penal Code. The latest ordinance extends the benefit of temple entry originally granted by the Travancore Temple Entry Proclamation to temples not controlled by Government as well.

## Food Production

Of all the problems the Government of Travancore-Cochin was called upon to solve, by far the most important one is the food problem, the State being a highly deficit area, the extent of her food shortage coming to more than 50%. A vigorous programme of food production was, therefore, launched, under the auspices of a Committee appointed for the purpose. The programme consists of bringing under cultivation lands which hitherto were not available for cultivation, increasing production in lands which are already under cultivation and preventing all causes which tend to cause crop failure. Though Travancore-Cochin is famous for her network of rivers, most of these rivers do not serve agricultural purposes as they are not properly harnessed. Government have, therefore, started several major irrigation projects like the Peechi Irrigation Project, which is expected to benefit about 46,000 acres of land, the Chalakudy Irrigation Project benefiting about 13,500 acres and the Perinchani Project which will provide additional water supply for about 60,000 acres of land now insufficiently irrigated through the Kodayar Project. Of these, the Peechi Irrigation project is expected to cost about 150 lakhs of rupees out of which 30 lakhs have already been spent, the amount spent subsequent to integration being Rs. 18 lakhs, the Chalakudy Project another 120 lakhs of which 35 lakhs have already been spent since integration and the Perinchani Project a still another sum of Rs. 65.42 lakhs of which 45 lakhs have been spent already. While the work of these projects is rapidly progressing, Government have also completed the investigation of two more irrigation projects like the Bhoothathankettu Project and the Vad-

akkancherry River Valley Project and started investigation of two other projects called the Neyyar Project and the Vembanad Lake Project. Of these the first two are expected to serve 1 lakh and 20 000 acres of land. Besides these major irrigation projects Government have started various lift irrigation works with a view to pump up the water from rivers to fields during the dry seasons. During the year 1949-50 Government have already spent 20 lakhs of rupees on Lift Irrigation and an area of approximately 15 000 acres of single crop lands have thus been made to yield an additional crop of paddy. A sum of 15 lakhs of rupees has been sanctioned for this purpose during the current year. A still another sum of 30 lakhs of rupees is also expected to be spent on minor irrigation works like the deepening of wells or tanks etc. Side by side with the enhancement of irrigation facilities Government have also thrown open and propose to throw open new lands for cultivation. During 1949-50 about 32 800 acres of land have been newly brought under cultivation. For 1950-51 another 50 000 acres have been programmed to be thrown open for cultivation. A new scheme of land colonisation capable of bringing under cultivation 32 000 acres of land has been started for this purpose. Forest lands on either side of the Anamalai Road have been programmed to be levelled with the aid of mechanical levellers and out of 2 000 acres proposed to be brought under cultivation 400 acres have already been levelled. Land is also being reclaimed in the Vembanad Lake for purposes of cultivation. These programmes are supplemented by a scheme of intensive manuring by the distribution of concentrated manures at subsidised rates and the preparation and popularisation of compost manure. A scheme for the distribution of improved

varieties of seeds is also well under way. By these various schemes Government hope to tide over the food shortage and attain self-sufficiency in respect of food materials as early as possible.

### Industries

The policy of the Government has always been to encourage the industrialisation of the State. A committee has been appointed to go into the question of developing the major industries in the State. This committee will work in collaboration with the Planning Commission appointed by the Government of India. Similarly a committee has been appointed to report about the possibilities of development of cottage industries in the State. This committee is also to work in collaboration of the Regional Committee appointed for cottage industries by the Government of India. In pursuance of the recommendations of this Committee Government have decided to depute two Engineers for training in cottage industries under Japanese Experts in New Delhi.

Several new factories like the Cement Factory at Kottayam. Travancore Rayons at Perumbavoor, the Aluminium Industries at Kundara. Travancore Enamel Industries, Electrical and Allied Industries, Cochin Malleables have started production after integration. Of these. Government have taken shares worth 16 lakhs rupees in Travancore Cements, 30 lakhs rupees in Travancore Rayons, 2 lakhs rupees in Aluminium industries, 20,000 rupees in the Enamel Industries. Subsequent to integration Government have also taken up the Travancore Rubber Factory besides the Travancore Minerals which was assumed by Government just before integration. It has to be remembered in this connection that besides these factories which,

have commenced work recently there are a number of large industrial concerns like the Fertilisers and Chemicals Indian Aluminium Co, Ogale Glass Factory, etc. which have been started before integration in which Government have either taken shares or for which other encouragements have been given by Government

It is proposed to open a new Monazite Factory at Alwaye attached to the Fertilisers and Chemicals and to start a Caustic Soda plant as a feeder to the Monazite factory. Government have also decided to encourage the starting of a motor assembling factory in the State which will produce cars diesel trucks coaches, tractors and agricultural implements. It is also considered that there is scope for a ball thread factory as factories of the kind are few in the whole of India. Government, therefore, propose to encourage the opening of a factory for ball thread manufacture.

There are no factories for the production of electric meters anywhere in the East and it is considered that if a factory is started for the production of electric meters in the State it will considerably solve exchange difficulties. Government have decided to grant a loan of three lakhs of rupees for starting a factory for this purpose.

Travancore is a place where rubber is produced in plenty. It is hoped that there is excellent scope for starting a tyre factory in the State and Government propose to encourage the same.

With a view to encourage the starting of more textile industries Government have decided to take shares for the value of 5 lakhs rupees from the Balaramavarma Textiles<sup>1</sup>. Government have also granted a loan of 10

lakhs of rupees to the Alagappa Textiles. It is hoped that when the new factories proposed to be started begin to function employment will be provided for at least 50,000 to 60,000 labourers. Side by side with the starting of new industries, Government have also done their best to stabilise the financial position of the existing industries. In all the factories which Government have shares there is a representative of the Government on the managing board. A Special Officer and audit staff have been appointed to examine the accounts of the various factories in which Government have shares and also to report to Government on the steps to be taken to improve the financial position of these factories. To make the audit system more efficient steps are being taken to have the accounts audited at least once a year.

### **House Construction Scheme**

The construction of Houses for the poor is one of the important schemes taken up by the Government. A sum of Rs. 2,25,000 was provided in the budget of 1949-50. 151 houses have already been constructed in pursuance of the scheme and given to the poor. The unspent amount from the allotment for 1949-50 has been carried over to this year and a provision of 4 lakhs 64,000 has been made for construction of additional number of houses. A committee has been appointed to deal with the problem connected with the House Construction Scheme. The Committee at its first meeting has decided that at least one centre should be selected for rural housing for agricultural labourers in each of the four revenue districts and the responsibility for constructing and allotting houses should be entrusted to Co-operative Societies. An amount of Rs. 1 lakh has been recommended for the



construction of houses for the rural population. It has also been resolved that this scheme for the construction of houses for fishermen in the coastal areas should be continued during the current year. A sum of Rs 1 lakh has been recommended for this. The question of building houses for the industrial labour was also considered by the committee and it was decided that a lakh of rupees should be set apart for advances towards industrial housing. Centres like Quilon, Chavara, Alleppey, Alwaye, Ernakulam and Trichur are to be selected for the construction of these houses. The houses are to be constructed on a contributory basis, the employers being asked to contribute 50 per cent and the balance 50 per cent to be advanced by Government, the advance being repayable by the employer on instalment basis within a period of 25 years free of interest. An amount of Rs 10,000 was set apart for the rebuilding of huts in the Kuttanad area as an experimental measure. It is hoped that this programme of house construction for the poor will go a long way in solving the needs of the poor homeless classes of people in the State.

### Labour

In the field of labour two important legislations have been passed. These are the Industrial Disputes Act and the Shops and Establishments Act. While the Industrial Disputes Act is mostly on the lines of the Industrial Disputes Act of the Central Government, it also enables the workers in plantations to take advantage of the provisions of the Act. The Act also provides for the recovery of any amount payable to an employee under a conciliation or under any order passed by Government or under any award of an Industrial Tribunal through the Revenue Recovery Act. Various welfare measures

Like the establishment of canteens, rest houses, reading rooms, etc., have also been in progress. Government have started welfare centres of their own in 3 places of which two existed prior to integration and one was started subsequent to integration. Government have, by their timely intervention, prevented hardship to labour in cases of closure of industrial concerns and in some cases even prevented such closures. It has always been the intention of Government to promote a harmonious relationship between capital and labour.

### Education

Consequent on integration it became necessary to effect a uniformity in the course of study in the various classes in the Cochin and Travancore area. This has been effected in the first four classes of the primary department, in the whole of the middle school classes and in fourth form of the high school. Encouragement to basic education is one of the important programmes of the Government and with a view to give incentive to this new policy Government have started a training centre at Cherpu where teachers in basic education are trained. Government also intend starting more centres in future. Basic education schools have also been started in some centres under private agency.

With a view to solve complaints from the various localities for new schools Government have appointed an officer to report on localities where new schools are required and also about surplus number of schools in other localities. The report of the special officer is awaited. In pursuance of the recommendation of the

committee on Sanskrit education Government have decided to raise the second grade Sanskrit college into a degree college with a two year course in Sastras a two-year course in Intermediate and a two year degree course and post mahopadhyaya degree course Government have sanctioned the starting of a faculty in the Travancore University for Ayurveda The Women's second grade college at Trivandrum has been raised into a first grade college and sanction has been accorded for starting a college each at Palu and Pandalam in 1950 51 to raise the Scott Christian College at Nagercoil into a first grade college in 1950 51 and to start a new college at Quilon in 1951 52.

The lot of the teachers of private schools has been improved by granting a sum of Rs 15 in pay and Rs 12 in dearness allowance for teachers of the aided schools in the Travancore area from the 17th August 1949 onwards Government are also considering the question of improving the pay scale of the primary teachers of the Travancore area The scale of the secondary teachers of the Cochin area will be considerably improved when the integration of the Department is complete

23 new primary schools 6 middle schools 14 high schools and 2 Sanskrit schools have been newly started in 1950-51 Besides this 49 primary schools and 35 middle schools and 8 Sanskrit schools have been started by private agencies

Seven new training schools have been started with a view to solve the problem of the shortage of trained teachers

Hindi has been made a compulsory subject in all classes from second Form onwards and a special officer has been appointed to work out this programme.

### Transport

With the integration of Travancore and Cochin one of the primary needs was the improvement of transport facilities from one end of the State to the other. Since there is no railway connecting Ernakulam, the capital of the erstwhile Cochin State with Trivandrum, the only way of improving communications was by providing bus services between Ernakulam and Trivandrum. Just on the eve of integration with effect from 28-6-1949 a new express service was introduced between Alleppey and Ernakulam. This new line with the existing express service between Alleppey and Trivandrum provided a connecting link between the Capital of the erstwhile Cochin Government and Trivandrum. Similarly a through express mail service was started from Trivandrum to Ernakulam via Kottarakkara—Moovattupuzha, the eastern route. These services along with the existing services between Quilon and Ernakulam and via Alleppey provided express services to cater to the needs of the through passengers between Trivandrum and Ernakulam both via Alleppey and Kottayam. Some important routes were also additionally monopolised since integration. As a result of the monopolisation of the routes and the rehabilitation measures, the route mileage and the daily mileage which stood at 5.00 and 32,000 respectively on 1-7-1949 has so far increased to 654 and 40,000 and it is hoped that under the new programme it will be possible to serve about three crores of passengers during the current year as against 2½ crores last year.

## Railway

To further improve the facilities in this direction, it has been announced by the Hon'ble Prime Minister of India that a railway will be opened shortly connecting Ernakulam with Trivandrum and investigations in this respect are under way. It is hoped that with the opening of this Railway all difficulties of transport will be removed.

## Hydro-Electric Schemes

Prior to integration the electric power required for the State was obtained from the Pallivassal Hydro-Electric Station. Since the supply of electricity from this station was not sufficient to meet the demands of the State, it was felt necessary that fresh sources have to be tapped. With this object in view a Scheme was started by the erstwhile Cochin Government to develop the Hydro Electric station at Poringalkuthu and by the erstwhile Travancore Government to develop another station at Sengulam. After integration it was decided that it would be better to speed up the work in Sengulam which would mean the earlier completion of one project. At the same time works at Poringalkuthu are continued according to schedule so that the remaining works may also be taken up as soon as the Sengulam project is completed. All preliminary works in connection with the Sengulam project such as the construction of roads, buildings, etc., have been completed and the various hydro-electric works are well under way. The levelling of the site for the transformer yard and the power house has also been completed and nearly 60 per cent. of the tunnel work finished. The first machine for Sengulam is expected by the end of 1951 or early in 1952 and the whole project

will be completed before the end of 1952 generating 48,007 kilowatts of installed capacity.

### Public Health

Before integration there were 43 hospitals and 137 dispensaries in Travancore and Cochin together. Subsequent to integration Government dispensaries have been opened in 4 places and in 4 more places dispensaries have been sanctioned. An additional pay ward with 36 beds is about to be opened in the General Hospital, Trivandrum, and another pay ward in the Ophthalmic Hospital, Trivandrum, is also about to be opened. Government have appointed an expert committee to prepare a scheme for the opening of grant-in-aid dispensaries in the State and it is proposed to open new dispensaries only on receipt of recommendations of the Committee.

One of the important programmes of the government in respect of public health is to tackle the problem of T.B. With this end in view, Government have taken already steps to intensify the campaign of B.C.G. vaccination. The opening of a sanatorium at Mulakumuthukavu was a scheme designed as early as 1946 and the construction of the sanatorium which can accommodate 150 patients was started in 1949. The work is rapidly progressing and it is hoped that the sanatorium could be opened in August 1950.

The construction of a building for the Medical College was started after integration. This is expected to cost 54 lakhs. The work has commenced and is making steady progress. The hospital for the nurses and the nursing school are already nearing completion and will be opened in July 1951. Another hospital at Ulloor

costing about 17 lakhs is under construction. It is proposed to have a maternity ward also attached to this hospital with a view to provide facilities for medical instruction when the medical college is started.

### Backward Communities

Subsequent to the integration of the two states, Government have considerably increased the allotment for the advancement of backward Communities. In the place of 5 lakhs of rupees allotted in previous years Government have now allotted 12 lakhs. One of the most important directions in which Government are encouraging the backward communities is by providing houses for the homeless. 285 houses were sanctioned in March 1950 for the Travancore area of which 225 houses have already been constructed. A scheme is also under consideration for the construction of 500 houses costing about one lakh and 50 000 rupees during the current year. Three colonies have also been started afresh. It is also proposed to encourage co-operative movement among the backward communities.

More libraries, night schools and pial schools have also been sanctioned. There are at present 62 reading rooms and libraries, 52 night schools and 23 pial schools. These are proposed to be enhanced to 100 night schools, 100 reading rooms and libraries and 50 pial schools started afresh. It is also proposed to encourage co-operation among Malayans and for the teaching of Hindi are also under consideration.

### Land Policy

Government have appointed a committee to examine the land policy of the State. Questions like the fixation of the maximum limit of land which could be possessed by an individual, prohibition of land alienation, co-op-

rative farming, permanency of tenure, etc., have been referred to this committee. Its report is awaited. A land tax committee which was appointed before integration has submitted its report and the same is under consideration.

### **Prohibition**

Government have already accepted prohibition as a declared policy. Prohibition has been introduced in 9 taluks in Travancore area and 2 Taluks in the Cochin area. It has been decided to extend it to two more taluks.

### **Jute Cultivation**

Recently a programme has been launched to encourage jute cultivation in the State and about 700 acres of land have been brought under jute cultivation.

### **Conclusion**

It is not claimed that the activities mentioned above exhaust all that have to be done for the State. These are only a few of the various items which have to be got through for the betterment of the condition of the people of the State. Every effort is being made and will be made to extend all possible amenities to the public and secure their prosperity and welfare to the satisfaction of all concerned.



# UTTAR PRADESH

(G B Pant)

**F**REEDOM brought for us in its wake many a difficult problem. The three years which have gone by since the advent of freedom have been marked by incessant activity and a ceaseless effort to overcome our difficulties. The root cause of these difficulties was

the legacy of evils we inherited from two centuries of foreign rule and an outmoded social system going back to still older times. The task which called us was ultimately nothing less than a radical reconstruction of our economic structure. In an immediate and limited sense the task was the implementation with all possible



speed and energy of the programme which we had placed before the country against odds which were very heavy. Scarcity of foodgrains, the rising spiral of inflation, strained relations between capital and labour, depleted administrative services in consequence of partition were some of the handicaps under which we had to labour.

Hardly had we settled down to the day-to-day administrative work after the memorable day of August 15, 1947, before general gloom was caused by the reports of the outbreak of communal frenzy and tension in the western part of the country. The disorders that broke out in the Punjab and the orgies of communal frenzy

the regrettable manifestations of which we saw there had their repercussions on this State and constituted a most formidable threat to the maintenance of law and order for some time. Government, however, lost no time in grappling with the problem. The entire administrative machinery was immediately set in motion. Not only was the problem tackled on the administrative plane as a problem of law and order, but all Government's resources were promptly tapped to win the support of all right-thinking and law-abiding people to the policy of Government that communal harmony must be preserved and peace maintained at all costs. The Congress Organisation realised at once the imperative necessity of taking up the challenge with all the means at its command. Vigorous administrative measures, the efforts of the Congress organisation with the prestige and influence behind it, and, above all, the good sense of the people combined to defeat the forces of communal disorder in the State. In a very short time we were able to bring to an end the fear and the sense of insecurity resulting from such communal incidents as were witnessed in some of the districts of the western portion of the State. In saving itself the U.P. saved not only itself but the country as a whole.

Close neighbours as we are to the Punjab, the tragic aftermath of the partition created new problems of a grave magnitude for us. Vast numbers of people found themselves completely uprooted from their homes and were forced after losing their dear ones and material belongings to fly for their lives to other parts of the country. On the rest of the country was cast the responsibility of giving succour to these distressed and

pathetic victims of fate in their hour of need. A recent census has shown that nearly 42½ lakhs of displaced persons sought shelter in our State. As can be well imagined the task of organising relief for them and planning their rehabilitation was no easy one. This task of organising measures for the relief and rehabilitation of the displaced persons was assigned the first priority amongst the various tasks which awaited Government. A number of reception camps were opened in western districts where besides the necessary medical aid and clothes free food was provided. Government was able to enlist the full support of the non official agencies for social service working in the State in providing relief to the distressed people. We did not content ourselves with providing food and shelter to the displaced persons, for the education of young amongst them was not neglected. Both primary and upper schools were opened in the camps. Necessary concessions were given to the displaced students by exempting them from the tuition and examination fees. Cash grants and loans were also given. The need of making provision for imparting technical education also received attention.

If providing relief was difficult, rehabilitation was even more difficult. The necessity of rehabilitating the displaced persons led the Government to remove restrictions regarding domicile age limits and educational qualifications in their favour. Subsidies were sanctioned to displaced doctors, dentists, vaides and hakims, etc. In towns with large concentrations of displaced persons, houses and shops were built as one of the measures of rehabilitation. The system of advancing loans to the displaced persons for constructing their own houses on co-operative basis was also adopted. Besides loans given

for construction of houses, loans were advanced to displaced industrialists, businessmen and agriculturists to rehabilitate themselves in their various occupations and trades. The net result is that we have been able to carry out the rehabilitation of nearly half the total number of displaced persons who came to U.P.

Simultaneously other problems which occupied a place in the forefront of the Congress programme of reconstruction and development did not escape attention. Now that foreign subjection was at an end and power had passed into the hands of the elected representatives of the people, the urge behind all programme and activities was to promote nation-building activity in its various spheres. The abolition of the old feudal system of Zamindari had figured prominently in the Congress programme for a long time past. This bold and radical reform was therefore taken up without any avoidable delay on the assumption of the office by the Congress Ministry. In anticipation of the complete liquidation of Zamindari, the Tenancy Act was suitably amended so as to prevent any harassment of the tenants on unjust deprivation of their rights by the Zamindars which would defeat the object Government had in view in planning to abolish Zamindari.

This was followed by the U.P. Zamindari Abolition and Land Reforms Bill which aims at abolishing all intermediaries between the tiller of the soil and the State and transferring to the cultivator in a large measure rights which at present vest in the landlords. The contemplated legislation combines the wholesome features of peasant proprietorship with the common ownership and management of such lands as village wastes, banjar,

grazing ground roads tanks and wells etc With the object of preventing the re emergence of the landlord tenant system the Bill restricts the right of letting only to disabled persons and to avoid accumulation of large holdings and the consequent exploitation of agricultural labour it does not permit any person to acquire by sale or gift a holding of more than 30 acres in future It also makes provision for avoiding further fragmentation of uneconomic holdings and in order to remedy the inefficiency and waste involved in the cultivation of existing uneconomic holdings the Bill provides for cooperative farming in general

The Bill provides for the acquisition of the interests of intermediaries on payment of compensation amounting to eight times their net income and of rehabilitation grants at graded rates To facilitate and expedite the process of abolition the tenants are being asked to make voluntary contributions of ten times their rent in return of acquiring certain privileges like reduction in rent by 50 per cent right of transfer etc The total contributions so far made come to about 27 crores It is now generally recognized that the Zamindari Abolition Fund besides providing finance for the speedy abolition of zamindari has gone a great way in checking inflationary tendencies bringing down and stabilizing prices and utilizing rural savings for productive purposes

The abolition of zamindari is intended to improve the economic condition of our vast agricultural population in the rural areas to raise their social status to free them from the bondage in which they are held at present by their landlords and to awaken in them a new consciousness of their responsibilities and rights as citizens of a democratic State

This measure of ending landlordism, a remnant of an antiquated feudal order, in a progressive, democratic State with equal rights and opportunities to all must be considered along with the great experiment of organising our village life on a cooperative basis which we are trying by enacting the Panchayat Raj Act. This Act has resulted in the establishment of nearly 35,000 Gaon Sabhas (Village Assemblies) and 8,100 Panchayati Adalats (Village Courts) and has transferred responsibility for the administration of village life in all its different spheres to the villagers themselves. These two measures, the abolition of landlordism and the introduction of Panchayat Raj, constitute the two most radical and far-reaching reforms undertaken by the Congress Government to ameliorate the conditions of living for the common man in the countryside and are rich in the promise of the fulfilment of its aims and purposes by our democratic State. The working of a new experiment of this magnitude and character can never be free from difficulties, but on the whole there is ground for optimism in the fact that during the short period of their existence these Panchayats have worked well and shown themselves alive to the responsibilities imposed on them. Valuable work is being done by Panchayats in building village roads, tanks, wells, in fighting epidemics and in providing medical relief and elementary educational facilities in the rural areas. The setting up of these Village Panchayats with the wide powers conferred on them may be expected to produce that judicious and happy combination of centralized and decentralized power which is essential to the proper running of a democratic State.

Panchayats lead me on to the reforms introduced in:

Municipal Boards and District Boards The democratic basis of Municipal Boards has been widened and their representative character enlarged by the introduction of adult franchise and joint electorate, and increased facilities have also been provided to both these Boards in respect of such matters as drainage, water supply and electricity services

Nor must I omit mention of the very interesting experiment of rural reconstruction which is being tried in a block of 97 villages in the Etawah district Known as the Pilot Development Project, it attacked the problems on both planes, the human and the physical The first was concerned with the broadening of the mental horizon of the villager so as to make him receptive to new and more scientific ideas and practices and to generate in him a desire for continued progress through his own intelligent exertions The other dealt with the villager's land his tools and his surroundings The method of approach has been friendly, persuasive and educative and there is no element of coercion in the work which is going on silently in this area and promises to be an example and inspiration to people in other parts of the State The economic effect of this project may be judged from the estimated figure of the extra income of nearly Rs 3,00 000 which the agricultural programme under the project yielded to cultivators during the year 1949 50

The results achieved in the Pilot Project in the Etawah district have encouraged the State Government to extend the scheme to the Gorakhpur and Deoria districts

In the field of agriculture, besides introducing improved compost and better seeds, the Government have

organised an 'Extensive Service Field Organisation' to arm the cultivator with the latest findings of the agricultural sciences for the production and protection of crops. To obtain a high yield per acre and reduce the cost of cultivation vigorous efforts have been made to increase the productivity of soil by the adoption of scientific and up-to-date methods of cultivation and other improved practices. The progress made in this direction can be judged from the results of the cane and potato growing competitions held in U.P. during the last two years. It was shown that with a little more labour and attention cane growers could raise the yield per acre of sugarcane to nearly 2,000 maunds and that of potato to nearly 700 maunds. The average yield per acre of these two crops are 300 and 100 maunds respectively.

Power cultivation, too, is rapidly growing in volume. In 1936-37 the State Government had only 10 tractors; at present they have 471. The crawler tractors were used both for breaking new land and for the follow-up processes in the reclamation areas under the Tarai and Khadir colonization schemes. In these two areas 40,000 acres of land have already been reclaimed.

It is hoped to bring over 2 lakhs acres of new land under cultivation and to provide additional irrigation facilities to another 1.5 million acres. The efforts of Government are at present concentrated on the grow-more-food campaign and the hope would not be unjustified on the basis of the achievements so far made that by the target date for self-sufficiency in food, the close of the agricultural year 1951-52, this State will not only be able to wipe out its own deficit completely but also reduce the all-India deficit to some extent. It may be mentioned that the total expenditure on Agriculture, Animal Husbandry and Irrigation Departments, on loans



o money and materials to the agriculturists and on capital expenditure items relating to GMF schemes is of the order of Rs 105 crores in the current financial year alone—a little more than one-fifth of the total estimated expenditure for the year

In regard to industrialisation efforts to enforce the principle laid down in the Constitution that the State shall endeavour to promote cottage industries on an individual or cooperative basis in rural areas have had a fair measure of success. In 1949-1950 out of a sum of about Rs 130 00 000 provided in the budget of the Industries Department a sum of Rs. 18 lakhs was set apart for Industrial Education and a little over a crore of rupees was allotted for development of cottage industries which included schemes for development of textiles viz handloom khadi sericulture woollen industry gur oil crushing handmade paper leather and tanning metals glass and ceramics and chikan embroidery. There are in all about 26 development schemes of which very brief mention may be made of the Khadi Development Scheme.

Under this scheme the Government have set up a central training and research institute run on the Wardha lines. The institute has produced new kinds of charkhas devised by certain members of its staff. These charkhas are easy to handle and capable of producing 20 to 60 per cent more yarn than ordinary charkhas in vogue.

In the sphere of heavy industry the Government have an ambitious programme. Our main purpose is to set up new concerns in those sectors where private enterprise is either unwilling or unable to operate or in which industrialization is necessary in national in-

terest. It is in pursuance of this policy that a State-owned Precision Instruments Factory has been set up at Lucknow and a cement factory near Mirzapur has been started. The former, probably the first of its kind in the country, has begun manufacturing small instruments and the cement factory is expected to be the biggest in the country, producing about 700 tons of cement per day. The Government are also expanding electric power with a view to increasing the installed capacity of the power plants in the State from 1.5 lakhs kilowatts to 10 lakhs kilowatts within a period of 9 or 10 years.

Cheap and better transport is also being provided to the villager through the nationalised motor transport services which now cover 4,000 out of 10,000 miles of metalled roads in the State and have 1,250 buses operating in over 200 routes. Better means of communication are sought to be provided through the post-war road development programme which in the first stage envisaged the construction of nearly 3,000 miles of metalled, unmetalled and provincial roads.

A great deal has also been done in the way of extending educational and medical facilities to the rural areas. Since assuming office, the Government have opened 11,550 primary schools in the rural areas. Over 150 new rural allopathic and 50 indigenous dispensaries have been opened and trained nurses are being posted at each of the 200 maternity centres in rural areas. Education occupies the first place in the budget of the State and a glance at the figures for previous years would reveal a constant upward trend in the expenditure on Education. It rose from Rs. 3.23 crores in 1946-47 to Rs. 4.16 crores in 1947-48, Rs. 5.31 crores in

1948-49, Rs 69 crores in 1949-50 and in Rs. 7.37 crores in the budget estimates for 1950-51. Besides the 11,550 primary schools opened in the rural areas, primary education has been made compulsory for boys in urban areas and 21,608 schools are being run under this scheme imparting education to over 3 lakhs boys. Higher secondary education is being reorganised and provision has also been made for imparting vocational and technical training. Military education is being given in 14 districts under a scheme of this State, and this State is perhaps the only State which has its own scheme of military training. A Sanskrit University has been opened at Banaras and the Engineering College at Roorkee has been converted into an Engineering University. A scheme has been introduced in the schools and colleges of 10 selected cities to provide training to young students in social service work, to inculcate in them a spirit of service to the community, to make them conscious of the dignity of manual labour and to develop in them habits of self-reliance and initiative. The allocation of grants to Universities has been put on a sounder basis by the formation of a Universities Grants Committee of which a prominent non-official with long experience of university affairs is the Chairman. There has been a very substantial increase in the number of secondary schools. Government's scheme of reorganising secondary schools aims at their conversion into higher secondary schools comprising classes IX to XII as soon as circumstances permit. The pay of teachers employed under the Municipal Boards and District Boards has been increased to give them the relief which they had long urgently needed.

Medical and Public Health services of the State are progressively growing. Besides the new facilities given

to rural areas the specialized services in cities are also being improved. An intensive campaign has been set on foot against T.B.; B.C.G. campaign is being conducted in the bigger towns, while new sanatoria are proposed to be opened at Jhangirabad and Rampur. In 30 districts, hospitals, Infectious-Diseases Blocks are being constructed. With the help of World Health Organisation malaria is also being fought in the Tarai Bhabar Colonization Area. Attention is also being paid to the development of indigenous systems of medicine and research on them and their practice is being encouraged.

The maintenance of regular supplies of essential goods to the people has been one of the primary concerns of the Government. With successful procurement and aid from the Centre, the Government have been able to meet their rationing commitments fully and the new procurement system introduced this year has not only brought more grain into the Government granaries but helped in bringing down the general price level of the foodgrains. It is true that the unscrupulous amongst those who are engaged in trade have tried to use every opportunity they could get for profiteering through anti-social means. But the vigilance of the authorities has always been a check on them; thousands of such anti-social people have been prosecuted for violation of various control orders. With the easing of the supply position, however, various restrictions imposed on trade are being relaxed. The control measure have gone a great way in checking inflationary tendencies.

There are at present 237 consumer cooperatives working in the State with a membership of nearly three lakhs and in 39 rationed towns the distribution of food-

grains is entirely in their hands. The cooperative movement in the State has made rapid progress during the last three years and has entered spheres which were so far closed to it for example farming, consolidation of holdings, land colonization, crop insurance, block-development, industrial production besides their old spheres of activities banking credit etc. The total number of co-operative societies in the State has increased from 21,875 in 1946 to 37,949 on May 31, 1950.

To offset the disadvantages of the rising prices, the Government appointed two Committees to report on the conditions of salaries of Government servants and employees of local bodies and in the light of their recommendations granted adequate rise in the grades of salaries and dearness allowances. A Committee had also been appointed in 1946 for industrial labour and in the light of its first report which was submitted in 1948, the Government laid down the basic minimum wage for textile workers at Kanpur and also prescribed the rates for dearness allowance for them. Through various awards workers of different industrial undertakings were awarded bonus and their disputes regarding wages were also settled. Basic minimum wage of labour in electricity undertakings and the minimum consolidated wages of workers employed in vacuum pan sugar factories were also fixed.

Every possible effort was made to maintain continuity in industrial production so that supplies were not disturbed and production could be increased. In spite of the difficulties regarding the supply of raw materials and coal, there was no major breakdown in

production on that account. And in spite of a few dislocations caused in the earlier days by the provocative actions either of the interested parties working amongst the workers or of some narrow-minded employers, on the whole industrial peace was maintained throughout the period. The welfare work done by the Government amongst the industrial workers and the machinery set up by it for the settlement of disputes are mainly responsible for the peace that has prevailed in the industry. The Government is at present running 33 welfare centres in the important industrial towns of the State. These centres have allopathic and homeopathic dispensaries, reading rooms, provision for indoor and outdoor games and other means of entertainment, arrangements for child and maternity welfare including the distribution of milk to sick and undernourished children and care of maternity cases from antenatal to postnatal periods.

The whole structure of the machinery to settle disputes between labour and employers is based on the principle of industrial democracy. At the bottom there are the works committees, at present 161 in number, functioning in different industrial concerns. They consist of elected representatives of the employees and employers and in 1949 alone 6,842 cases came up before them. Further there are Regional Conciliation Boards, the State Conciliation Board and the Industrial Courts. In 1949 alone, 530 cases were referred to the Regional Boards and 415 decided by them, 16 cases were decided by the State Board and 199 cases were handled by the Industrial Courts.

A great deal of attention has been paid to the need

of raising the standard of efficiency of police force and making it a better instrument for the performance of its functions. With the object of raising the standard of investigation, the investigating staff of the police force has been separated experimentally from the staff employed for law and order duties in selected cities. A State Crime Information Bureau has been established and specialised training is being given to the CID and district staff personnel. Soon after the Ministry assumed the reins of office a voluntary organisation called the Prantiya Rakshak Dal was set up which has not only helped effectively in the maintenance of law and order and in the prosecution of the grow-more-food campaign but has rendered very useful help to the villagers in various spheres of their activities. The administration of justice has been placed on sounder foundations and brought more into conformity with modern ideas of an independent judiciary by effecting the separation of the judiciary and the executive in 8 districts. The scheme has now been extended to a dozen other districts.

Some of the legislative measures adopted since the ushering in of independence have been referred to, but it may be mentioned here that since the assumption of office by the Congress in 1946 nearly 125 different laws have been enacted. The dominant idea underlying is the concern of the Government to better the lot of the people of the State. There are Acts like the Prevention of Black marketing Act, Sugar Factories Control and the various House Rent and Eviction Control Acts which are meant to enable the citizens to secure the two primary necessities of life, food and shelter. There are Acts like the Prevention of Communal Disturbances

Act and the various Acts amending the criminal Procedure Code with provide security to the life and property of the citizens.

This brings me to the end of this brief record of what we have done and attempted during the last 3 years. The changes made have been inspired by an anxious desire to improve the tone of administration and even more than that by deep solicitude for the welfare of the people committed to our care.



# WEST BENGAL

(Bidhan Chandra Roy)

I have been asked by AICC to speak, as the Chief Minister of West Bengal on the 'achievements' of the West Bengal Ministry from August 15, 1947 to the present day I assumed office five months after Independence to be exact on January 23



1948 I have therefore, taken the liberty also to speak on behalf of my predecessor in office Dr Prafulla Chandra Ghosh for that period Ministers may come and Ministers may go but the work of the Ministry of the State goes on

## The Background

The problems of West Bengal one of the two smallest States born out of the Partition, can be best appreciated in the background of certain factors her mass of agriculturists whom bountiful nature did not require to toil strenuously her industrial labour drawn mostly from all parts of India her middle-class intellectuals sustained through generations on the Permanent Settlement their liberal education and eminent position in profession and public life Bengals part in Indias battle of Freedom, her political consciousness and her deep frustration grown out of the British Rule and the communal antagonism of the Muslim League regime her terrible legacies of the World War and the ruthless

Denial Policy, of the terrible Famine of 1943; and, the "Great Calcutta Killing", leaving her normal life completely shattered, her economy disorganised and her people restless. Then came the Partition. Results: large-scale migration; selling and abandoning of hearths and homes; severing of emotional and family ties, hazardous journey of men, women and children into India, their untold sufferings and privation and the gloomy future which the displaced millions face to-day.

### And now two Bengals

What was one Bengal became now two provinces. It was not just a physical barrier that divided the two people, who were hitherto bound by common ties of language, culture, trading and mode of life, but a thorough disruption of the economic set-up of the two divisions. The Partition Council had given the choice to the members of the services to opt out to the province of their seeking, with the result that East Bengal was practically left without Hindu officers and West Bengal with only a few Muslim officers.

Having achieved the Partition, the Muslim Community in East Bengal, in fulfilment of their long-cherished aspiration and ambition, set about to create a middle class among themselves, with the object of displacing the Hindu middle class, which till then had dominated all departments of life. The presidents of union boards, the chairmen of municipalities and district boards, the heads of industrial concerns, the leaders of the professions of law and medicine, all came from the middle class Hindus. With the rising ambition of the Muslim middle class it became obvious that there

would be a systematic drive to displace the middle class Hindus from the position they had hitherto retained. The newly forming middle class of the Muslims feared competition from the abler middle class of the minority. Therefore, began the deliberate move to squeeze them out of East Bengal. Even towards the close of 1947, the Hindus had started leaving East Bengal, though in smaller numbers in the beginning. But very soon therefore, a systematic requisitioning of houses of the middle class Hindu families, the imposition of coercive taxation on various pretexts and an undisguised attempt to demonstrate to the Hindu that he was a person *non grata* in East Bengal had commenced. This led to increased evacuation of the middle class Hindu families, and since then up to the end of 1948, this migration continued. People came into West Bengal in great distress, leaving behind all their belongings. This naturally agitated the mind of their kith and kin in West Bengal and created an unsettled State of affairs. And Mahatmaji was not with us this time to repeat his miracle of 1946 and 1947.

### Provision of Security

In a big city like Calcutta, where a large floating population thus swarmed in, people with no means of livelihood and those who had lost everything both moral and material began to create difficulties in the city and in other parts of West Bengal with the result that the West Bengal Government had to hurriedly pass the West Bengal Security Act in order to combat the rising tide of lawlessness and violence. During the first half year following the Partition, Government had no time left to introduce measures of development as

they were busy trying to consolidate the administrative machinery and check the mounting lawlessness amongst the people, specially amongst the younger section.

In January 1948, I was called upon to assume the office of Chief Minister and my Ministry presented the Budget for 1948-49.

### Looking after Patriots

Government's first charge, very naturally, was to look after the brave fighters who had sacrificed their all in the battle of freedom, who had made Independence possible. While paying our humble homage to those who were no more with us to see the realisation of their dream we decided to help those who had been disabled in the service of the Motherland. One thousand three hundred sixty eight persons and institutions have so far been given pensions and grants and 937 cases are being looked into by the Committee to decide their claims. The amounts sanctioned are: Rs. 3,45,192 (recurring) and Rs. 2,68,266 (non-recurring).

### State Transport

In the Budget was also made the provision for the State Transport Service. This service was found essential to cope with the increasing traffic in the city. Government felt also that the transport services should ultimately be a nationalised organisation. The problem was to provide other means of transport and yet not further congest the already over-crowded streets of Calcutta. Government, therefore, invited the Meiro Transport Co. of Paris to make investigations and give a detailed estimate of the possibilities of having an underground transport service in Calcutta. It took them over a year to submit their recommendations. It is a very carefully

drawn up report and although in view of the financial position of the State, it has not been immediately possible to make a provision of Rs 35 crores needed for this scheme, the elaborate enquiry and the findings of this Company would be of great help to any future Government intending to embark upon a scheme of this character. However, a State Transport Service comprising 200 single-decker and 2 double-decker buses with a provision of 30 more double-deckers and one of the finest workshops has already been launched and is in operation in Calcutta and suburbs.

In this Budget session also we introduced the West Bengal Ministers' Emoluments Act by which the Ministers agreed to work on a salary of Rs 750 a month, which is probably the lowest salary paid to any Minister in the whole of India.

#### Calcutta Corporation

Two other very important measures were also passed during this session one was the Corporation of Calcutta (Temporary Supersession) Act and the other the Corporation of Calcutta (Investigation Commission) Act. For many years the affairs of the Calcutta Corporation had been such as to give rise to misgivings about efficiency of this democratic institution. Their finances were in a very bad condition, their payments were very irregular, they had had to borrow largely from Government every year in order to meet recurring demands, the assessments and collections of their revenues were very imperfect and, therefore, the Ministry brought before the Assembly a proposal for superseding the Corporation of Calcutta, appointing an Administrator on behalf of Government and at the same time setting up a high powered Enquiry Commission.

presided over by a High Court Judge, who himself had a wide experience of Corporation affairs. The Commission was empowered to investigate into the causes of the condition prevailing in the Corporation and to suggest measures, not merely to improve its financial position but also to ensure the prevention of abuses in future to as large an extent as possible.

The report of the Enquiry Commission has been submitted and is being carefully examined. Necessary measures have been taken to effect the desired changes in the constitution of the Calcutta Corporation. Very soon elections will be held—the field of franchise having been enlarged to 6 lakhs as against 75,000 before.

### **Lands for Refugee Settlements**

With the increasing number of refugees coming into West Bengal it was essential to enable Government to requisition lands or acquire them quickly for the purpose of settlement of migrants in various parts of the State. The West Bengal Land (Requisition and Acquisition) Act and the West Bengal Land Development and Planning Act were passed for this purpose, enabling Government to take action speedily. It was a happy move, as otherwise Government would have felt helpless today when the enormous mass of humanity have moved into West Bengal like an avalanche from East Bengal.

### **Fighting Corruption**

During the year 1948-49, the West Bengal Assembly also passed the West Bengal Black Marketing Act, which recognised, for the first time in the State, the need for giving proper punishment to those anti-social elements

who had taken advantage of the unsettled economic condition of the country to make unlawful gains. Government have recently reorganised and strengthened their Anti Corruption and Enforcement Department and a constant check is being maintained on corrupt practices in the services and the activities of the anti-social elements

### **Preventive Detention**

Again, to check lawlessness in the province it was found necessary to introduce the West Bengal Security Act which enabled Government to provide for the detention of a person against whom there was sufficient evidence to warrant restraint on his activities. It was a preventive measure which ultimately came to be placed on the statute book of every State in India and at the present moment superseded by a Central Act

### **Removal of Social Disabilities**

In order to ensure proper treatment to the lower strata of the Hindu society the West Bengal Hindu Social Disabilities Removal Act was passed which has made it an offence to treat these groups as social outcasts. No Hindu, including, Santhals and Adivasis, is to be denied access to any place of public religious worship, any tank bathing ghat shop, hotel or place of entertainment, or a public conveyance or building or place used for charitable purpose on the ground of his caste or class.

### **Military Training**

In order to inculcate in the minds of the youngmen the necessity of physical and mental development and to create in them a spirit of self-defence Government have, by a well-planned drive, encouraged enrolment

into the Territorial Force of Bengal, the Bengal Militia as also in the National Cadet Corps. These organisations exist in others States also, but in West Bengal, Government have also started the training of Volunteers for the defence of the extensive borders, in the first instance, as also to create an army of men, well trained and disciplined, to help the civil defence forces in times of disturbances. The West Bengal Volunteer Force Act has been passed and three centres for training are now in operation. Nearly 2,000 volunteers have already been trained and have rendered conspicuous service when called upon during recent emergencies. The National Cadet Corps now has 4 battalions including a Girls' Division and 2,870 cadets are under training in the senior division and 2,050 in the junior division.

Scholarships have been awarded for military training in Dehra Dun and Naval training abroad. A centre has also been opened for training of naval crews.

### **Better Education**

One measure which had so far baffled successive Governments in getting through the Legislature, namely, the West Bengal Secondary Education Bill, was passed last year, almost without a division. At present in West Bengal, the Calcutta University is responsible for supervising, though indirectly, Secondary education in the State and for examining the students for the Matriculation. For many decades there had been an agitation for having a Secondary Education Board charged with the responsibility of inspecting institutions, of teaching of students and of conducting their examination. After nearly 30 years the Secondary Education Act has actually become a reality.



## Communist Violence

Since the beginning of 1948, there had been a great rise in the tempo of the Communists. Soon after the death of Mahatma Gandhi it was found that the Communists had started a programme of violence and intimidation by which they wanted to control the masses and increase their hold upon them. With this object in view they started organising almost daily mass processions on some pretext or other, along the streets of Calcutta, creating disturbances which ultimately ended in throwing of bombs missiles of every description at every imaginable place. In the villages and outlying rural areas also their organisation was gaining ground and they tried to start a movement of rousing the tenants to demand the ownership of the land which they cultivated. The land revenue system of the province has been governed by the provisions of the Permanent Settlement Act and as such the landlords at one time enjoyed great ascendancy over the tenants. Gradually successive tenancy legislations had been introduced by Government and today, the tenants in Bengal enjoy perhaps more rights and privileges than tenants even of Government-owned lands elsewhere. But the Communists wanted the expropriation of property and the restoration of the same to the tenants even though they might not have paid for the same.

## Relief of Bargadars

In Bengal a very large portion of land is cultivated under what is known as the Bargadari system by which the tiller gets a certain proportion of the produce and the owner of the property gets the rest. The Government of West Bengal have adopted legislation by which

the produce is to be divided equitably between landlord and tenant so that the tenants could be assured that they were going to gain more under the Bargadar Act than by the use of force prescribed by the Communists.

The attempts of the Communists to bring about strikes in the different industrial concerns—Bengal happens to be the centre of key industries in India—have been very well neutralised by the move on the part of the Congress in organising the Indian National Trade Union Congress. This has resulted in the Communists losing their hold both in the field of agriculture and industry. They have, however, continued to create difficulties and disturbances in schools and colleges and amongst the youths of the State.

### Backbone of Industry

There has been a marked improvement in industrial relations with lesser number of disputes, fewer strikes and lockouts and lesser man-days lost. The conciliation machinery gave 175 awards. A noteworthy feature is the continuance of the provisions of awards even after expiration of their period, as the employers' organisations have voluntarily agreed to continue such conditions of service. There are 192 Works Committees and 256 Trade Unions in operation. Seventeen Labour Welfare Centres provide facilities for elementary education for children and adults, recreation for workers and medical facilities. The tea plantations have been brought under the Payment of Wages Act and the Bengal Shop Establishments Act has been extended to important district towns.

The unemployment problem has been very serious. A very large number of people who migrated from East

Bengal were not trained for any work as they were only rent receivers in East Bengal. It was also impossible for West Bengal with its restricted cultivable areas to rehabilitate peasant refugees. Naturally unemployment stared in the face of a very large number of people who came away and Communists were not slow to get at these groups of disconsolate people and rousing them to action. All these attempts had to be checked by large scale arrests and detention of the Communists and the declaration of the Communist Party as unlawful. After effective and strong action of nearly a year Government have now been able to maintain peace in the State to a very large extent.

### Police Force Strengthened

The strength and mobility of the Calcutta Police and the West Bengal Armed Police have been increased. A women's section has been added to the Calcutta Police to deal with immoral traffic in women, cases of women offenders and to help women's organisations in receiving and helping refugee women. A Special Constabulary has been raised to help the Police Force during emergencies. The net work of wireless throughout the State has been extended and more vehicles and motor boats added for quick movement of Police force.

### Food Shortages

Bengal has for long been a deficit State so far as food is concerned. It practically grows no wheat. The quantity of rice produced is insufficient to give even 10 or 12 oz. of rice to each individual a day, and usually a Bengalee needs more than 15 oz. of rice a day. Milk is practically unavailable with the result that children suffer in nutrition a great deal. Salt, sugar, mustard oil, fish and milk—all substances which can be called neces-

saries of life—had to be imported from outside. With the increasing tempo of friction and misunderstanding between East and West Bengal, the supply of milk, butter and eggs and principally fish from East Bengal has practically ceased and thus increased the food difficulty of the State of West Bengal. West Bengal is, therefore, exploring the possibilities of deep sea fishing under the guidance of western experts. Another commodity in short supply is salt. Government have taken upon themselves the task of manufacturing salt by establishing a modern salt factory on the sea-shore in Midnapore district estimated to produce 55 lakh maunds of salt every year.

### Education

A better syllabus, more trained teachers and better supervision have gone to improve the standard of primary education. The Primary Education Act has been amended with a view to harnessing larger resources from the Education Cess and Tax, and also to enabling the State Government to introduce compulsory primary education in certain selected areas. Government assistance now amounts to Rs. 85 lakhs. The State policy is to gradually convert all the 14,000 primary schools into basic schools. Forty-two junior basic schools have been established and two basic training colleges have been improved and expanded. The annual expenditure on basic education is Rs. 7.5 lakhs.

A new college for women has been opened. Collegiate education is also being made available to backward classes.

In view of the overcrowding of Calcutta colleges, in some of which as many as 7,000 students are admitted,

Government have drawn up a dispersal scheme, under which 34 schools and colleges in the districts will be upgraded and brought up to the standard of the Calcutta colleges. A sum of Rs 70 lakhs will be spent on this scheme during this year and the next.

The Bengal Engineering College is being developed to take 1200 students. Three educational institutions in the mofussil have also been reorganised. The State Council of Engineering and Technical Education has been set up.

Five hundred and eight Social Adult Education Centres have been started with a quarterly intake of 12,000 adults and four hundred centres have been opened through private organisations. About a hundred libraries have been subsidised and arrangement has also been made to stimulate indigenous organisations of folk education.

The State Government have made additional grants to the Calcutta Deaf and Dumb School, the Calcutta Blind School and the Lighthouse for the Blind. The Sanskrit College has been reorganised and the Mad-rassa has been re-established and improved.

#### Ensuring Better Health

Towards ensuring better health of the nation 35 health centres have been established in the rural areas, 28 more are to be opened shortly and construction of buildings for another 60 is in progress. The programme for 1950-51 includes opening of 80 more centres. Additional beds have been provided in many of the leading hospitals while improvements have been made in others. Besides the 420 beds in T B Hospital at Kancharapara and 100 beds at the Jadavpore Hospital maintained by

Government, it is proposed to establish a 200-bed hospital at Digri. Twentyfour beds have also been added in the Medical College Hospital.

### Medical Education

The Campbell Medical School has been upgraded and 200 students have been admitted. Similarly, two of the non-State Medical Schools, viz—the Calcutta Medical School and the National Medical School have been amalgamated and upgraded. The Licentiates' course has been abolished. The Calcutta Medical College works in two shifts to accommodate larger number of students. A training centre for nurses has been opened. The training classes for compounders have been replaced by a more thorough and advanced course in Pharmacy. Arrangement has been made for opening T.D.D. and D.G.O. courses at the Medical College.

### Epidemic Control

For fighting epidemics of cholera, small-pox and plague usual steps have been taken both for control and treatment. For control of Malaria Government continue to share half the cost of such schemes of the mofussil municipalities and Government themselves carry out a number of schemes in certain areas.

The B. C. G. vaccine campaign with seven teams continued; it is proposed to increase this number to twelve. The 500-bed leprosy hospital at Gouripore has been completed. Besides the 30 maternity centres already in operations, 6 have been added. Health Visitors' classes have also been started. Fifteen chest clinics also continue to operate. For anti-V. D. campaign 13 clinics are in operation. An 82-bed hospital at Alipore serves as the Central Clinic for free penicillin administration.

### Roads and Communication

Bengal has always been poor in roads and a scheme

of Rs. 27 crores has been drawn up for providing increased means of communication in the different and difficult parts of the State. The construction of the roads is not only essential for the purpose of communication for development of trade and commerce between one part and the other, but also for the purpose of defence and for purposes of extending to the remotest part of the State facilities for education and medical relief.

### Disturbances in Eastern Pakistan

Besides the disturbing influence of the Communists, refugee relief is the biggest problem that West Bengal faces today. From the latter part of 1947, till the beginning of 1949, nearly 15 lakhs of people had come over from East Bengal. Somehow or the other, during the greater part of 1949 migration stopped and things appeared to be settling down towards normalcy, when between December 1949 and January 1950, starting with a small scale disturbance in the Khulna district in East Pakistan groups of people began trekking into West Bengal relating horrible accounts of atrocities committed on them in Eastern Pakistan. Throughout the year 1947-48 and 1948-49, reports of commission of various forms of indignities and oppression on the minority community continued to be received. These culminated in serious disturbances in January to February, 1950. There were incidents in West Bengal of violence on the Muslim community with the result that in the months of February and March the problem of maintaining Law and Order came to the forefront in the whole of West Bengal, particularly in Calcutta. Incidents followed one after another resulting in lawlessness, murder, riot, loot and arson in both Bengals and mass conversions, ab-

ductions, rape and outrages on women, mainly in East Bengal. The situation was such that we had ultimately to take recourse to Martial Law in certain areas in Howrah which suppressed lawlessness in West Bengal. The situation, however, continued to remain disturbed with the result that during the months of January to July, 1950 more than 30 lakhs of people had come over from East Bengal to West Bengal. In the beginning the tide of migration was flowing towards West Bengal from East Bengal. Of late, fortunately, the tide has turned and a good number are going back to East Bengal. On account of the difficult situation obtaining in East and West Bengal the Central Government very naturally felt much disturbed. Thrice the Prime Minister came over to Calcutta to study the situation on the spot and the Deputy Prime Minister, in spite of failing health, came twice. As a result of their investigations they realised that the time had come when positive action had to be taken and the Prime Ministers of India and Pakistan met and brought about what is known as the "Delhi Pact", after which things have settled down to a certain extent.

### Millions on the Move

The relief machinery had to be put into top gear to provide temporary accommodation for the displaced persons and schemes of rehabilitation had to be hurriedly launched. Disused military installations, legacies of the last War, have been acquired for refugee camps and large number of hutments have been built for more accommodation. The Central Ministry of Rehabilitation has taken charge of the Ranaghat Camp, its population at one time exceeding 50,000, and twenty-five camps with



a population of 1,70,000 are being run by the State Government, while the camp at Dhubulia accommodates nearly 60 000 In addition, 35,000 have been dispersed outside the State and 1,26 650 are receiving doles outside the camps Up to the middle of July Rs 5 crores had already been spent on relief and rehabilitation and Rs 25 crores advanced as loans

### Refugee Colonies Growing Up

Government have acquired 2 256 acres of land which has been divided into 2 893 agricultural and 46,126 homestead plots, of which 1,438 agricultural and 9 144 homestead plots have already been settled Khasmahal lands divided into 531 agricultural and 1 812 non agricultural plots have also been acquired and settled with refugees Sixtysix thousand families have been settled on an area of 2 25 lakh acres Housing schemes include refugee townships with a provision of four thousand houses, of which one thousand have already been built Another rural housing scheme for four thousand hutments has already been executed

Cultivable land measuring about 3 50 000 acres left behind by Muslim migrants, is being brought under cultivation by refugees from Eastern Pakistan. Plough cattle, implements seeds and manure are being provided to the refugee cultivators who will till the land on a crop share basis until the rightful owners return to West Bengal Twentyfour tractors have been purchased at a cost of Rs 9 lakhs to make such lands ready for cultivation About seven thousand refugee cultivator families will be thus provisionally settled under the scheme

The scheme of installing handloom aims at rehabilitating about 2 500 families of professional weavers, un

attached women and old and infirm persons. Yarn worth Rs. 18 lakhs has been purchased and six centres have been opened. Another scheme has been evolved for supporting unskilled refugee women by having paddy husked by them. Four thousand five hundred women working in 1,500 units will find work under this scheme. A scheme for training of women in selected vocational trades is also in operation.

A Children's Home has been set up with accommodation for 1,000 children. A Home for abducted women has been founded equipped with maternity facilities. Nearly 300 orphans have also been admitted into the State Orphanage.

For the relief and rehabilitation of the Muslims affected in the incidents that took place in West Bengal in February and March this year Government have spent Rs. 6,64,578 on gratuitous doles in cash and kind. Of this Rs. 2,51,951 was distributed in cash and Rs. 1,80,902 for dry doles in Calcutta. Rs. 1,38,810 has been spent for three grants for house building purposes and purchase of implements and stock-in-trade for rehabilitation of Muslim sufferers. Rs. 60,030 has been advanced as loans for rehabilitation. Besides these, children's garments, dhotis, saris and blankets have been distributed to the affected persons. In Calcutta alone 10,890 pieces of children's garments, 2,900 dhotis and saris and 1,188 blankets were distributed.

### Implementing the Delhi Agreement

West Bengal has continued her efforts in improving the relations with the province of Eastern Pakistan. Following the Indo-Pakistan Agreement of New Delhi a meeting was held with the Hon'ble Prime Minister

of Eastern Pakistan at Dacca to discuss ways and means of implementation of the Agreement. The Chief Secretary of West Bengal and the Chief Secretary of Eastern Pakistan also held three meetings.

West Bengal has taken the following steps in implementation of the Agreement. A Commission of Enquiry into the causes of the recent communal disturbances has been appointed and has held several sittings. A Minority Commission has been appointed with the Hon'ble Labour Minister as the Chairman and steps have been taken to revitalise the District Minorities Boards. The Hon'ble Dr R. Ahmed has been included in the West Bengal Cabinet representing the Minority community. A displaced persons Search Service Bureau has been opened to deal with reports of cases of abduction of women, missing persons and persons forcibly converted. An Advisory Committee has been formed for this Bureau. A Special Officer has been appointed to make summary enquiry into cases of disputed or doubtful ownership of houses abandoned by Muslims during the disturbances for their restoration. Legislation for the purpose of utilisation of lands and buildings evacuated by migrants is under preparation. Customs Liaison officers have been appointed at five customs stations in Eastern Pakistan. Additional flights and chartered steamers were arranged for the transport of migrants to India stranded at various points in Eastern Pakistan. Special escorts were provided for the protection of minority community passengers in certain train services.

### **The People's Food**

The food situation in West Bengal was fairly bad at the time of the Partition, August 15, 1947, the State making a start with a small carry-over of 48,000 tons

The situation steadily deteriorated with the influx of refugees from Eastern Pakistan, coupled with the seasonal decline in procurement. In the years 1948 and 1949 the procurement drive was scaled up. This year, the local procurement effort has been further intensified and the local internal procurement from January to July 18, 1950 has been 378,470 tons as against 319,210 tons and 350,277 tons during the corresponding period of 1949 and 1948 respectively. In spite of this, due to the heavy influx of refugees and the floods in Upper Bengal, at the time of writing this the food situation in West Bengal threatens to be acute. Government had approached the Centre for an allotment of 50,000 tons of rice in view of the influx of refugees and an additional 40,000 tons of rice as partial recompense for the conversion of two lakh acres of paddy lands for jute cultivation; the target fixed being 5.6 lakh acres of *aus* and 15 thousand acres of medium *aman* paddy lands. There was a steady increase in the prevailing market prices of rice due to drought, floods and communal disturbances resulting in 1.5 lakh acres of land remaining uncultivated in the border districts.

### Food Drive

The target of production of 91,500 tons of foodgrains for 1949-50 had already been exceeded, as a result of the food self-sufficiency drive; the figure being 107,625 tons. Stress is being laid on minor irrigation schemes such as re-excavation of canals, construction of *bundhs*, culverts, etc. and 245 such Schemes have been completed benefiting 110,000 acres of land yielding additional 34,000 tons of crops. Seventy-four small irrigation schemes are in progress. Four hundred and sixty-eight tanks have also been

reexcavated benefiting 34 000 acres yielding 6 700 tons of crops Government have given tractors to private parties on hire system reclaiming 3 320 acres while private tractors have operated on 5 000 acres of land This year's target was 15,000 acres Special steps taken to protect food crops have resulted in saving 25,000 maunds of paddy seeds, giving an additional yield of 1,000 tons of paddy, 16 000 acres under potato crops have also been similarly saved Chemical fertilisers, oil cake and bone meal have been distributed to the agriculturists, the Calcutta Corporation sludge is being widely utilised Thirty Municipalities are producing town compost.

### **Fisheries Development**

About 730 acres of private owned tanks have been improved and brought under pisciculture resulting in the production of about 200 tons of fish and another 150 acres of private-owned tanks have been similarly developed About seven million fry and fingerlings have been raised at Government nurseries for distribution for stocking purposes The Fish Farm at Contai produced large quantities of processed fish, fish meal and medicated shark liver oil besides fresh fish

### **Irrigation Projects**

As major schemes for improving the food supplies of the State the Mayurakshi project costing Rs 155 crores, which is a State venture, is almost completing its first stage and in the kharif season of 1951 about one lakh acres will come under irrigation When completed in 1954-55, it would irrigate 6 lakh acres of land resulting in an additional yield of 3 lakh tons of paddy and 50 000 tons of rabi crops of a value of about Rs 46 crores every year As a bye product 4 000 kw of hydro electric

power will be available for industrialisation of the neighbouring districts in West Bengal and a part of Bihar. The Damodar Valley Project the cost of which is also shared by the Government of West Bengal in a very large measure, is intended to control floods, which periodically affect West Bengal and destroy life and property on a large scale. It will also help to irrigate thousands of acres of land for cultivation purposes and also generate sufficient quantity of electricity to supply the needs of the districts around. This project is a composite one sponsored by the Government of India, Bengal and Bihar.

### Higher Technological Training

The Government of India have also established a Higher Institute of Technology in Midnapore district where post-graduate teaching and training of a very high order in technical subjects will be imparted by experts brought over from all parts of the world. Similar technical institutions have been developed in Jadavpore and Shibpore. The establishment of the Mihijam factory for construction of locomotives is also a mile-stone in the development of the country. There is also going to be established a cable factory for the purpose of manufacturing cables for use in this country.

West Bengal has passed through terrible onslaughts of nature and man: floods, deficiency of food, Communist violence, influx of refugees, all joining together in making the administration of "the problem province" still more difficult. But from all evidence it seems that the State is turning the corner, and God willing, will get back to its pristine glory sooner than we can imagine.